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Information is provided concerning special education throughout Texas, the relationship of special education to other programs in the state for handicapped persons, services for handicapped persons, and the division of special education and its functioning. A field study is provided in which teachers, supervisors, and administrators of special education are interviewed regarding their attitudes and opinions on topics such as physical facilities, teaching material, evaluation, parental involvement, administrative support, and in-service training. System models for the administration of special education services are presented. Appendixes include names of persons interviewed for the field study, their geographical locations, and major concerns; models for projection of new careers in special education; a proposed program for trainable mentally retarded students in an independent school district; and a listing of key consultants and members of the technical advisory committee. (RD)

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SPECIAL EDUCATION IN TEXAS

MANAGEMENT SERVICES ASSOCIATES, INC.
AUSTIN, TEXAS

EC004007

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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SPECIAL EDUCATION IN TEXAS

September 1968

by . . . .

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Dr. J. W. Edgar
Commissioner of Education
State of Texas
Austin, Texas

Dear Dr. Edgar:

It is with great pleasure that we submit to you our report containing findings and recommendations on Special Education in Texas. This report grew out of our in-depth examination of the State Plan to Initiate, Expand and Improve Programs and Projects for the Education of Handicapped Children under Title VI of the Elementary and Secondary Education Act of 1965, as amended.

As part of our research effort, we examined in detail the state plans of 16 states which were somewhat comparable in size and scope of problem to Texas. We can say, without qualification, that the Texas plan was superior to all of those examined. Despite this comparable excellence, the Texas Plan suffers from the same basic problem found in all the plans. This problem is the ultimate result of the extension of the status quo. We feel very strongly that major changes must be made in our traditional pattern of Special Education services if they are to achieve the degree of success they must to meet the challenges being thrust upon them.

We recognize that any changes in traditional patterns of public education will be controversial. Some of the recommendations made in this report are so basic that they will become the subject of much debate. While we do not purport to have the final or only answer, we do feel these basic areas need much constructive discussion leading to eventual change if Special Education is to progress in Texas.

To assist us in preparing the thinking contained in this report, we assembled a group of the finest minds we could locate in the broad spectrum of specialties that have a direct bearing on the problems found in the field of Special Education. In addition, we involved in our efforts a Technical Advisory Committee composed of outstanding professionals - educators as well as educational administrators - with a long record of outstanding professional experience. In deliberating on the basic problems their testimony ran to several hundred pages, but the content is so worthwhile and important, we are including it in a supplemental report to this document. We feel it should be carefully studied by all those who develop public education policy in Texas.

We would be something less than honest if we felt that any one staff could get all of this basic thinking into one report of about 100 pages. The problems of Special Education are so varied, so broad, and so fluid at this point of time, that just to hit the high points of basic problems resulted in a lengthy report. Therefore, we stand ready at any point of time, without cost to your Agency, to provide either consultant services or written briefs on specific areas of interest to your staff that are not contained in these two documents, but exist elsewhere in our massive working papers on the study.

Throughout this entire study we received splendid cooperation from all Agency personnel. We are especially appreciative of the time and effort put forth by Messrs. C. G. Fairchild, Don Partridge and Don Weston, since this study effort required much night and weekend work on their behalf.

In addition, we are indebted to Messrs. Vernon McGee and James A. Hankerson for their unique contribution to the study effort. While the study was under my overall direction, it is the result of a staff research effort on the part of Alfred A. King, James M. Williams, Howard W. Blomquist and Arthur H. Dilly. In addition, it benefited greatly from the past experience and overall technical knowledge of Mr. Charles Eskridge. While the staff bears the full responsibility for the report writing, findings and recommendations, we owe much of our thinking to the efforts of the key nationally-known consultants and the Technical Advisory Committee, who will be described in the second volume of the study.

We regret this report has been delayed, but to obtain the right consultant group and to permit them to meet as frequently as needed required about three months more time than we had planned.

We hope this report is of value. Please feel free to call on us for any supplemental materials which you may require.

Sincerely,

MANAGEMENT SERVICES ASSOCIATES, INC.

Aris A. Mallas

Aris A. Mallas
Executive Vice President

Enclosure

Greeting his pupils, the master asked:

What would you learn of me?

And the reply came:

How shall we care for our bodies?

How shall we rear our children?

How shall we work together?

How shall we live with our fellowmen?

How shall we play?

For what ends shall we live?

And the teacher pondered these words, and sorrow was in his heart, for his own learning touched not these things.

Foreword to Chapman and Counts*

PRINCIPLES OF EDUCATION

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CHAPTER I

SPECIAL EDUCATION IN TEXAS

A spirit of revolution grips the field of education today. It can be found in discussions with teachers in the most rural of schools in our State, or found at the conference table where State or Federal policy of sweeping magnitude is developed. It surfaces positively in the intense and constant re-examination of standards, techniques, policies and laws by those responsible for administering public education programs at all levels. It is found in the attempts of our educational centers to provide record numbers of teachers with the highest possible excellence in their profession. Sometime we even find it takes negative channels when frustrated professionals feel they must resort to the outmoded device of the strike to achieve a proper hearing of their complaints.

In Texas this revolution exists and cannot be disregarded. It stems in part from a healthy examination of basic questions such as these:

- Are we providing the type and quality of education needed for our children to compete in the world of tomorrow?
- Does the present structure of educational services provide the flexibility necessary to fill the changing needs of a rapidly changing society?
- Can our teacher training centers provide both the quality and number of fully qualified professionals (as well as other supportive personnel) necessary to staff the more dynamic educational programs of the future?
- Can our society afford to provide those additional complex, intensive and, hence, more costly services needed by those handicapped persons who fall outside the general legal definitions relating to "typical" or "average" students?

- Is our system of standard setting, certification of professionals and mandatory requirements sufficiently flexible to provide a climate for the testing of new techniques and the accommodation of knowledge produced by ever-increasing research and development efforts?

While these are some of the more basic questions being asked throughout the educational profession at all levels, they are not, by any means, all inclusive. Daily, as new education policy is formulated at the Federal and State level, constant debate is taking place on these issues as well as others. Thus, we must realize, to understand the climate in which Special Education programs are developing, that the total approach to public school education at all levels is in a state of flux - much more than is comprehended by most of the public officials responsible for Congressional enactment or State legislation.

THE PROBLEM OF CRITICISM

One of the unfortunate manifestations of these intense and broad efforts at re-examination and reappraisal of existing public education programs is the tendency to provoke criticism from persons both inside the profession as well as the public in general. Such criticism stems from those who feel the existing programs and services (i.e., the status quo) is not keeping pace with the demands of modern-day society; the development of more precise knowledge on educational techniques; and developing insights into aspects of human life and activity which relate to the educational process and are influenced by it. An increasing aspect of public criticism tends to blame educators and the educational process for the problems and ills of society.

For example, the school is often blamed for not accomplishing with a child what the family has failed to do. More often than not the school, which has the child for about 20% of the time, must bear the responsibility for 100% of his achievement as well as his overall development.

EDUCATION - THE LACK OF A SCIENTIFIC BASE

A part of this criticism is self generated by the education profession, which tends to imply more scientific justification for existing techniques than actually exists. Education today is a profession working hard to establish sound techniques based on scientific findings. Regretfully, the universe of the problem - human beings - is so complex, broad and imponderable, that the profession is forced to depend for knowledge on many adjunct professions. Unfortunately, some of these professions have been far less productive of sound scientific techniques than the education profession.

The problems confronting the field of education today are very similar to those in the field of welfare administration. Both are so complex and the universe of specific knowledge is so limited, that bold experimentation with pilot programs that are carefully audited is warranted. We feel this approach is well understood by the education profession; however, pilot programs which, of necessity, must experiment with human beings not only embody a high risk of failure, but are prone to encourage public criticism. Understandably, those who formulate public education policy, therefore, move slowly and carefully before change is introduced. This, in itself, produces severe criticism from those who feel that bold experimentation is necessary for rapid, positive progress.

AN OVERALL EVALUATION

Public education today finds itself in a slow positive state of evolution trying to incorporate the tangible findings of its profession as well as adjunct professions. We can find nothing rigid about the development of public education policy in Texas, since it has been undergoing constant progressive change for the last generation. Nevertheless, the advent of increasing Federal funds, as well as federally-inspired programs; the upgrading of the quality and number of technically qualified professional personnel; and the changing attitudes of the public at large are forcing more and more changes at the State and local levels. These changes are placing increased stress on present organizational patterns, on traditional patterns of financing, on existing standard setting, on techniques of program development and on staffing patterns.

We feel that the period 1968 through 1972 will see the more rapid evolution of change in public education policy in Texas than the decade from 1958-1968. As these changes affect the general educational program, we cannot overlook the fact they will have influence over the Special Education program as well. Therefore, in this report we must, at times, look at the overall educational programs in order to develop the logical relationship and emphasis between General Education and Special Education.

We do, however, feel compelled to provide our own evaluation of the evolutionary progress being made today by public education in our State. After careful evaluation we feel that most criticism of existing educational programs and accomplishments is not well founded. We are impressed by the constant and continuing progress made, both in the field of General Education and especially in the field of Special Education. Our research has found the Texas Education Agency and its Special Education Division to be highly dynamic, responsive to new ideas and up to date in its understanding of needs, programs and techniques. Basically, criticisms, where they exist, stem from frustrations generated by the understanding that "something better" and "something more" must be done. Unfortunately, lack of precise knowledge causes the definition of "something" to be so diverse it is usually contradictory. To understand both existing confusions and the generation of these frustrations, both within and outside the education profession, it is important to develop an understanding of how Special Education evolved in Texas.

THE EVOLUTION OF SPECIAL EDUCATION IN TEXAS

A detailed history of Special Education in Texas will be found in the supportive volume to this study which details the proceedings of the meetings of the consultants and technical advisory personnel and we will not duplicate it in detail here. It is, however, important to realize that Special Education in Texas has never been static in its development. From its inception in 1945 when the first classes for physically handicapped and speech handicapped were instituted until today, the programs have been constantly increasing in depth and scope, with progressively more funding from State-local and the Federal government.

Moreover, since its inception in 1949, the Texas Education Agency and its Board have always based their policy decisions on the premise that "Texas schools are committed to the principle of education for all children, regardless of variance in abilities." From this premise has evolved Special Education services, which could be defined as the provision of services additional to, or different from, those provided in the regular school program by systematic modification and adaptation of equipment, teaching materials and methods to meet the needs of exceptional children. Specifically, Special Education in Texas takes its form through providing specialized services to the following groups of clientele:

- Blind (partially sighted)

- Physically Handicapped:
  a. Children in the Schoolroom
  b. Children who are Homebound or Hospitalized
  c. Children who are Minimally Brain Injured

- Deaf (age 3 through 21 years):
  a. Pre-school Age Deaf and Severely Hard of Hearing
  b. School Age Deaf and Severely Hard of Hearing
  c. County-wide and Bi-countywide Schools for the Deaf and Severely Hard of Hearing

- Mentally Retarded:
  a. Educable Mentally Retarded (I.Q. 50-70)
  b. Trainable Mentally Retarded (I.Q. 35-50)

- Speech and Hearing Cases (children with more minor hearing problems would fall into this group)

- Deaf Blind and Non-speaking Blind

- Emotionally Disturbed Children (while still considered somewhat in the pilot unit state of development, it is anticipated this area of program will undergo continuing growth)

While there has been increasing pressure on the Legislature to add other basic "categories of handicapped children," the above represents the significant "spectrum" covered by existing services.

It is important to understand that in providing Special Education services, Texas has repeatedly blazed "new ground" which has been widely copied nationwide. While it is true that Texas has been more cautious in expanding the scope of its services than have states like California, we feel the growth of services has been impressive. We must also bear in mind that Texas, unlike many states, has two large minority groups (Negro and those of Spanish-speaking ancestry) within it and the children of these minority groups present special education challenges that are somewhat unique and certainly more complex than children from families where language and cultural habits present no challenges to the teacher.

If, as we noted, the field of General Education finds itself in a position where the success or failure of its efforts often lie far outside its control - within the family and/or community - the problem is even greater with Special Education. In fact, the Special Education programs of the Agency are in the very vortex of activity concerning the mental growth of handicapped children, yet its ability to function effectively is often negatively influenced or even curtailed by two key problem areas:

- At present Special Education programs, largely due to rigid and narrow laws, and funding programs are forced to be concerned primarily with the handicaps of children and secondarily with the educational needs of these children. Moreover, the handicapped child's family unit gets little attention, yet it is the family that most often provides the base for the success of the Special Education program.

- The adjunct professional resources essential to the successful education and training of handicapped children either do not exist in adequate numbers, or oftentimes lay outside the legal jurisdiction of the Texas Education Agency.

Since both of these areas are critical to the functioning of the Special Education programs of the State, it is important that we discuss them in more detail in the pages that follow.

SPECIAL EDUCATION SERVICES: BROADENING THE CONCEPT

Traditionally in the development of Special Education programs, policy makers have tended to think in terms of a child in need of specific specialized services and the type of services that should be provided to fill that need. Hence, nationwide, as in Texas, we have evolved services to meet specific categories of problem, i.e., blind, deaf, mentally retarded. Where children had more than one disability, considerable time and effort was spent in delineating the primary disability that needed attention. This approach has been constantly spurred forward by the activities of special interest groups largely composed of parents of children who had a particular handicap and who desired more attention, funds and professional services devoted to children with that handicap. While it is easy to criticize such groups as being "narrowly selfish interested," nevertheless most of our Special Education growth and funding increases can be traced directly to the political involvement of such groups. In a very important way their role has been essential to the evolution and deepening of Special Education programs in functional areas such as mental retardation, speech and hearing, and the deaf.

A natural outgrowth of this type of stimulus is the "over-functionalization of programs" to the point that both in law, as well as policy, the tendency is to program narrowly. Today in Texas we look at children by a problem "label," i.e., mentally retarded, deaf, blind, etc. rather than the fact that the more basic problem is one of specific types of Special Education needs that tend to cut across areas of handicap.

This "labeling" of handicapped children by functional area of handicap rather than by degree of educational problem tends to set up rigid categories of programs and policies which motivate against the fluid movement of these children from one level of educational attainment to another. It also disregards the fact that modern educators, with rapidly developing new techniques, can provide more effective services if they are not confronted with overly-rigid programs and/or policies.

This over-functionalization of program and, hence, labeling of the handicapped child, stems primarily from the manner in which programs were pushed and stimulated in the early days. Protagonists of programs found out quickly they could achieve better results if they tied legislation to specific problem areas which could be described and illustrated to the bodies appropriating funds and passing enabling legislation. This realization and the subsequent success from its application telegraphed quickly to similar approaches being used at the Federal level. The end result has been program development by the "problem category" method at the Federal as well as the State level.

How to break this cycle, which has proved its value in program advancement - if not in logical, timely and effective services development - is a problem much in the mind of persons responsible for administering Special Education programs at all levels of government. They can see very clearly that Special Education program development has reached a plateau of evolution where primary emphasis must shift from focus on the particular handicap itself to the individual child and his needs educationally. To achieve this emphasis will require the "backing off" of politically significant interest groups; a broadening of understanding on the part of many educational administrators (some of whom have still not accepted the need and desirability of Special Education); an aggressive program of public education by the Texas Education Agency and its staff; and supportive leadership through the adjunct professional groups so critical to the overall functioning of an effective Special Education program.

RECOMMENDATION NO. 1:

> It is recommended that the Texas Education Agency, through its Special Education Division staff, undertake a continuing program of public education aimed at the replacing of emphasis from the functional handicap of the child to the special education needs of the child himself.

If this recommendation is to be successful, a several-year program should be planned and implemented. It must aim at adequate diagnostic (evaluative) services; proper professional staffing of classrooms; providing of adjunct professional and paraprofessional involvement in the teaching process; development of teaching aids, materials, and when necessary, texts; development of more effective methods of certification and professional standard setting; proper program flexibility to stimulate progressive movement of a developing child into more adequate educational settings; and a "feedback" system which permits evaluation of the Special Education program's impact on the needs of individual children. Specific discussion of each of these areas will be found at pertinent points elsewhere in this report. In addition, in the transcript of testimony of the key advisors, much thinking was advanced on each of these functional areas.

THE ROLE OF THE FAMILY

Essentially, Special Education has evolved, as noted above, as a semi-individualized (with emphasis on the handicap) teaching program. Only in a few instances in Texas has the program reached beyond the classroom (or training room) setting into the family itself.

With the handicapped child the family becomes of critical importance, therefore, education of the family to assist and understand what the Special Education program is trying to accomplish with the handicapped child is sometimes as vital to the Special Education program as the classroom procedure.

Generally the private organizations concerned with functional areas of handicap have done a worthwhile job in trying to bridge this gap. Unfortunately, the problem area is so vast in number they can cover only a small fraction of the families involved. Also, their coverage tends to be limited primarily to the middle-upper income families (not by choice, but circumstances) since in the lower income groups the problem of a handicapped child often lies "buried" until it comes to the attention of the public school authorities. Then, due to lack of education, non-cohesive family units, economic pressure and sometimes fatalistic apathy, it becomes extremely difficult to enlist the effective aid of such families.

Despite the complexity of this problem, the degree of predicable difficulty it engenders, and the short-term additional costs which will result if this approach is used, we feel it is essential to a modern effective program of Special Education. Direct family involvement in the Special Education process is critical to the successful performance of the rehabilitation-educational function. Without such involvement, Special Education programs will be limited to the type of partial effectiveness that characterizes them today. Thus, Special Education services must be carried past the classroom or training center into the family of the handicapped child himself.

RECOMMENDATION NO. 2:

It is recommended that the Special Education Division develop three pilot Special Education programs where the primary emphasis is on the educational needs of the child (not on the functional handicap concerned) and where the spectrum of education extends into the family unit itself.

While certain programs tried elsewhere - especially those in public facilities in California and New York (and many private institutions) will provide some answers as to what procedures to avoid, in all honesty, we feel these pilot programs should be boldly experimented. One of the most complex areas of problem they must resolve is how to penetrate into the lower income families with a sustaining educational program to support the Special Education given the handicapped child from such families. The unfortunate failure of existing so-called poverty programs well illustrates the complexity of this problem.

The "feedback" model presented in the last chapter of this study could well be tested as an integral part of these pilot programs. Certainly a non-emotional evolution of success or failure and the degree and why thereof must be evolved if such programs are to be properly tested.

THE GOALS DILEMMA

With an understanding of the past history of Special Education in Texas, the need to change the emphasis to educational needs of children rather than type of handicap category, and the need to involve the total family unit in a supportive overall educational program, it is logical to discuss the highly elusive issue of goals.

The early Special Education programs were sold on the same premise as the vocational rehabilitation programs, i.e., "with proper services we can take a person who will be potentially dependent and provide him with the education and skills to be fully or partially productive." This premise has been the philosophical underpinning of the whole Special Education movement as it relates to public funding at the State-local level and to a somewhat more limited extent at the Federal level. Thus, those areas of handicap where this philosophical premise seemed most applicable, and where the political significance of the functionally oriented pressure group was obvious, received legislative and funding support first.

In contrast, most of the professional groups concerned - especially the educators - have approached the problem from quite a different premise. To state it simply, every child regardless of his capacity is entitled to free public education and it is the responsibility of government to provide such education. We could safely go one step further and say that most of these educators feel that education should be provided regardless of whether the recipient of such services will ever be fully or partially self supporting. As one educator put it, "If Special Education services merely help a handicapped person to live a more enjoyable life, then we will have accomplished our goal."

The fact that there has been a rapid growth of programs for handicapped children with lower productivity potential, such as trainable mentally retarded, would tend to prove that the two goals concepts are beginning to merge. We do not believe this is the case. Our interviewing of legislators and other public officials concerned with providing legal authorization for such services,as well as funding, disclose they still approach these programs as being economically desirable because the students therein will become more self sufficient. There is a growing disenchantment with the lack of effectiveness of such programs, however. As one legislator put it, "From what I see and hear, educators just aren't practical enough with these lower I.Q. cases. They have to teach them more things about the problems of day-to-day living, holding a job, and working with other people."

All of this illustrates the lack of a clearly developed and well understood educational philosophy for those children, who because of learning problems, are more severely disadvantaged than those who can benefit very readily from existing Special Education programs. An implied criticism is not intended here since programs in this field are at best highly experimental, relatively new, and thus the experience factor necessary to develop new education-training approaches is limited.

Nevertheless, unless educators recognize the basic philosophical difference between their approach to goals for these clientele and that of many public bodies and officials, a funding impass will, of certainty, develop in the not too distant future. We feel the solution lies in the continuing of these programs for the lower potential handicapped child with bold experimentation and resultant continuing development of practical programming being essential. It must be remembered that even the most competent diagnostic services are sufficiently non-precise to permit some individuals who can be fully productive to be placed in programs for those children with more severe handicaps. Therefore, any such programs must be structured with a high degree of flexibility to permit fluid student movement when the circumstances warrant.

RECOMMENDATION NO. 3:

> It is recommended that the Special Education Division staff study the educational and training services now provided in Special Education classes for children with severe handicaps with the intent of making them both highly practical and responsive to the needs of these students in a modern-day society. Once this is done it is the responsibility of the Agency to acquaint both the public and the legislators with the anticipated results of such programs.

Due to its newness these programs have become a twilight zone that could lead to legislative and general public confusion which could, in time, intimidate the effectiveness of all Special Education programs. Before this happens, and while these programs are evolving, the Agency has time to prevent the possibility of confusion or misunderstanding arising.

While there is the above philosophical dilemma which is very real and could lead to problems unless the Special Education programs are able to produce a much higher rate of fully productive handicapped persons than they have done to date, a much more basic area of philosophical problem exists. This problem arises due to our tendency to separate handicapped children from the traditional educational process, supposedly to provide them with more intensive services and thus improve their chances of educational survival. We are overly prone to classify such children as "educationally different" without the full understanding that it is difficult enough to be handicapped and the burden becomes greater when, for educational purposes, one has to be in a "different from normal" status.

There has been a tendency in the field of public education to forget that concentration on the abilities of the handicapped child will produce desired results more quickly and effectively than concentration on his disabilities. We must also bear in mind that handicapped children often carry such handicaps into adult life where they must live in a world composed primarily of persons who are not so handicapped. Therefore, it can be of great advantage to such a child if, during his education, he is not excluded from non-handicapped persons.

We do not argue here for the abolition of Special Education classes, but for the more careful transfer of students into such classes. An examination of the existing program fails to reveal an adequate set of standards to discourage "dumping" of "different" students in such classes. While Special Education classes should be a resource to the general classroom teacher to provide special services for the benefit of the child that needs such services, they must never become a one-way street. Two factors must be brought into play to insure the proper use of this resource. They are as follows:

a. Greater emphasis must be placed on trying to keep handicapped children in regular classrooms with non-handicapped children as long as they can better profit from that experience. Transfer to a Special Education class should be for specific reasons with a specific plan of education worked out in advance - an "educational prescription."

b. Once a child gets into a Special Education class all efforts must be made to bring him to the point where he can re-enter his regular classroom. This would mean a specific plan of educational action be developed for each child with frequent reappraisals.

RECOMMENDATION NO. 4:

It is recommended that the Texas Education Agency undertake a Statewide program of administrator-teacher education aimed at defining the proper use of Special Education class resources. As part of this program the Special Education Division staff should develop a more effective system of student transfer both to and especially from Special Education classes.

This will be a difficult program to develop since the Agency will not want to discourage the use of this resource on the part of the classroom teacher, but it will want to preclude its overuse or use as a one-way "dumping ground." Both of these tendencies exist to a degree at this time.

THE FUNDING PROBLEM

Traditionally, Special Education classes in the public school system have been funded the same as general education classes. The role of the State Agency has basically been consultative and standard setting. Initiative for the development of local Special Education units rested largely in the hands of parents of children in need of such services or in special interest groups concerned with specific areas of handicap problems.

While many critics of Texas Special Education feel this system is both slow and haphazard, it has served as the logical method by which services could be extended gradually and with a high degree of certainty that local support would be forthcoming. In addition, the slower development of Special Education services did permit the building of more manpower resources in this skilled-personnel-short area. When a system has achieved this degree of success it is always difficult to suggest a change.

Nevertheless, the time has come for change to be considered. The change would be State-level funding of all Special Education programs on a Statewide minimum basis. Federal funds would be considered an enriching device for planning, research or training, but it would be State funds that should provide the basic funding of Special Education.

At best, this concept is highly controversial. Like most issues in the field of education, reasonable merit can be found on each side. For this reason no sudden change is suggested. It should be planned for at this point of time and gradually evolved without damaging the existing program. To do so on a sudden basis would present manpower demands that could not be met reasonably and could damage other more vital improvements suggested in this study or now underway.

RECOMMENDATION NO. 5:

It is recommended that over the next three sessions of the Texas Legislature, the Special Education Program in the public school system be funded at the State level with Federal funds basically being used for planning, training and research and development. As part of the program the Agency should require a minimum Statewide Special Education program and should establish the standards for such a program with periodic program audits by the staff of the Agency.

The reason for suggesting this basic change in funding lies in the rapidly changing problem of the future of Special Education clientele in our Texas society. In the early days it was felt necessary to involve the local school district so both funds and support would be forthcoming for programs that basically had not as yet proved their worth. Today we are faced with quite a different level of problem.

With the advent of wonder drugs and the rapid decline of our rural population, two changes are very significant. First, handicapped persons, especially the mentally retarded, are living much longer, hence unless they are trained to be partially or fully self supporting, the majority will become dependent at some point of their life on society. Special Education programs and vocational rehabilitation programs have proved this need not be the case if proper training and rehabilitative services are provided as the child is developing. Second, the rapid migration of families to urban cultures has diminished the ability of the family to care for certain types of handicapped persons within the family setting. This has resulted in a sharp increase in institutional populations and the demand for other adjunct facilities such as sheltered workshops and half-way houses.

Thus, we can conclude that unless a sound system of Special Education is provided Statewide so every child who needs such services can obtain them, that child is, at some point of his life, likely to become an expensive public charge. Since the State assumes the responsibility for the care of handicapped persons later in their life if they are dependent, it is illogical for them not to do all that is possible to prevent a state of dependency from arising. We feel these Special Education programs are past the pilot stage, have proved a degree of effectiveness, and will be the most humane and least costly way of resolving the overall problem of assisting handicapped persons to partial or full productivity in a society becoming more and more complex.

One other factor makes State-level funding a sound concept. To educate, train, motivate and place handicapped persons will require Special Education programs, services and personnel different than the basically "classroom oriented" approaches used at this time in Texas. It will be impossible to fund these types of programs uniformly at the local level. Funding at the State level will permit rapid and intense introduction of new programs and services which are vital, we feel, to effective Special Education programs in the years ahead.

IN CONCLUSION

The problems which lead to these first five recommendations are not isolated to the field of Special Education, but unfortunately pervade the larger problem areas of State services to handicapped persons in general. To view the development of sound Special Education programs and services, it is necessary to take an overview in some depth of those functions of essentially State government which have a direct bearing on the Special Education programs and the clientele they serve.

CHAPTER II

THE RELATIONSHIP OF SPECIAL EDUCATION TO OTHER STATE PROGRAMS FOR HANDICAPPED PERSONS

There is a tendency on the part of the public to under-rate the complexity of the spectrum of services available to handicapped persons in Texas and the varied agencies of government which govern such services. Historically, as the range of services grew, the multiplicity of agencies to provide such services also grew. Thus, the Special Education services provided by the Texas Education Agency form only a part of the total spectrum of services provided handicapped persons. Many times Special Education will be criticized as failing when by law the services necessary for it to succeed lie within the jurisdiction of another agency of government.

A critical problem exists in how to properly coordinate this range of complex services. Other than professional cooperation (an outstanding example of which exists between the Deputy Commissioner for Mental Retardation in the Department of Mental Health and Mental Retardation and the Director of Special Education) there is no functioning entity today which provides such coordination. The end result is a piecemeal, uncoordinated approach to providing critical services for handicapped persons needing Special Education.

To make the problem even more complex, some of these services outside the Special Education Division are also in a period of dynamic growth and development. Again, with a piecemeal legal approach to the logical development of services to the handicapped, constant problems will arise in the years ahead. It would be wishful thinking to pretend that cooperative State officials left to their own devices will work out such conflicts. Some of these conflicts exist in the laws themselves and leave doubt as to what agency is responsible for critical functions.

In order to develop an understanding of the complexity of this problem, it is necessary to describe the existing Texas governmental structure for providing services to handicapped persons.

IN GENERAL

Arrangements in Texas State Government for services to handicapped persons may be viewed in one of two ways. One is to look at the constituent agencies of the government and the authority vested in them by law and this is the common approach. Like anatomy, it deals with the separate parts.

The second way is to look at those agencies as they actually operate to serve handicapped persons. If one is to understand an organism one must study the organism and how it behaves, rather than the enacted law. Like physiology, this view emphasizes the functioning of the parts.

This analysis tries to look at State government agencies serving handicapped persons in both ways. Recognizing that ours is basically a government-by-law, the analysis first attempts to identify those agencies of government which have a legal concern and responsibility for handicapped persons. The attempt results in a listing of government agencies, a kind of morphology of public administration at the State level.

The analysis undertakes, in the next chapter, the second or behavioral view, which results in an approximate functional examination of major agency operations as they concern handicapped persons.

STRUCTURAL ARRANGEMENTS

The State Department of Health was established in 1879 to protect and promote the health of the people of Texas. The Special Health Services Section of the Department includes a $4 million-a-year crippled children's program serving about 13,000 cases, services to children suffering from cystic fibrosis, and a phenylketonuria (PKU) screening test of new-born children to reduce mental retardation.

Article 4419c authorizing the crippled children's program, empowered the Health Department to take census, make surveys, and establish permanent records of crippled children as well as to procure medical and surgical services for them. Only children certified by a County Judge are entitled to the care and treatment offered by the Department.

The same statute defines a crippled child as any person under 21 years whose physical functions, movements, or sense of hearing are impaired by reason of a joint, bone, ossicular chain (added by 1967 amendment), or muscle defect or deformity, to the extent that the child is or may be expected to be totally or partially incapacitated for education or remunerative occupation.

The definition includes a child whose sole or primary handicap is blindness or other substantial visual handicap, but the responsibility for rendering service to such children is expressly assigned to the Commission for the Blind by the same statute.

In order to provide audiological and psychological testing services to deaf and hard-of-hearing persons in areas of Texas where such services were not otherwise available, Article 4447g authorized the Health Department to develop a State testing program. It was authorized to establish criteria and standards for determining the degree of hearing loss which makes a person eligible for intensive testing, and for physicians' qualifications for administering the tests. The law allows the Department to establish and collect fees for those testing services, but stipulates that no resident shall be denied those services because of inability to pay the fee.

In 1965 the Legislature transferred the State's four tuberculosis hospitals to the Department of Health in an effort to sharpen efforts to control the disease. Regional tuberculosis control units, outpatient clinics and laboratories are other components of that effort administered by the Health Department.

DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

In 1965 the Legislature created this Department and also transferred State mental hospitals, schools for mentally retarded persons, outpatient clinics and psychiatric research institutes to it. Chief characteristic of two studies by separate Statewide citizens committees, one concerned with services to the mentally ill and the other with services to the mentally retarded, was the goal of providing services at the community level.

That goal was clearly reflected in the enabling act. The same Legislature authorized two "demonstration programs" of community service centers for the mentally retarded, which the Department subsequently located at Amarillo and Beaumont.

Stated purposes of the enabling act, commonly known as H.B. No. 3 (Acts of the 59th Legislature, R.S.) were: to provide for the conservation and restoration of mental health among the people of this State; for effective administration and coordination of mental health services at State and local levels; to provide, coordinate, develop and improve services for mentally retarded persons "to the end that they will be afforded the opportunity to develop their respective mental capacities to the fullest practicable extent and to live as useful and productive lives as possible;" and to encourage local agencies and private organizations to assume responsibility for effectively administering mental health and mental retardation services with the assistance and support of the Department of Mental Health and Mental Retardation.

The law defined "local agency" to mean any city, county, school district, hospital district, rehabilitation district, or any State-supported college, university, or medical school; or any combination of two or more of those.

It defined a "mentally retarded person" as any person other than a mentally disordered person whose mental deficit requires him to have special training, education, supervision, treatment, care of control in his home, community, or in a State school for the mentally retarded.

"Mental retardation services" for which the Department was made responsible, were defined to include all services concerned with research, prevention, and the detection of mental retardation; and all services related to the education, training, rehabilitation, care, treatment, supervision, and control of mentally retarded persons.

Curiously, however, the 60th Legislature reflected some ambivalence on the above point. In appropriating nearly $2 million to the Department of Mental Health and Mental Retardation, the Legislature added this language which seems to track the enabling act:

> "It is the intent of the 60th Legislature that the Department of Mental Health and Mental Retardation shall be the State Agency in Texas to receive and administer Federal funds allocated to the State for programs in the field of mental health and mental retardation."

But the appropriation of nearly $20 million to the Department of Health contains this language:

> "From funds herein appropriated, the State Health Department shall continue programs for prevention and amelioration of mental retardation except such functions as were previously vested in the Office of Mental Health Planning and the Division of Mental Health, and a minimum of $50,000 is included in the appropriations herein above for continuation of the PKU testing program."

Moreover, in at least two places in H.B. No. 3 creating the Department of Mental Health and Mental Retardation, there are indications that the Legislature did not intend to divest public schools of their attention to teachable mentally retarded children.

The first occurs in Sec. 2.19. The Department of Mental Health and Mental Retardation is authorized to maintain at facilities under its control and management, day classes for the convenience and benefit of mentally retarded persons of the communities in which such facilities are located "when the mentally retarded persons are not capable of being enrolled in regular or special classes of the public school system."

The second instance occurs in Sec. 2.21 which enjoins all other State departments and agencies to cooperate with the Department of Mental Health and Mental Retardation in activities consistent with their functions. "This does not require other departments and agencies to serve the Department in activities inconsistent with their functions or with the authority of their offices or with the laws of this State governing their activities."

Finally, it should be noted that H.B. No. 3 authorized the Department of Mental Health and Mental Retardation to contract for services to mentally retarded persons either in State schools and hospitals, and for mentally retarded persons in communities who have not yet been committed or admitted (Sec. 2.13).

In June of 1968 the Department was operating seven special schools for the mentally retarded: two in Austin and one each at Abilene, Denton, Mexia, Lufkin and Richmond. Total enrollment was about 12,000 students, and a "waiting list" for admission persistently hovered at between 1,200 and 1,400 applicants. New schools were under construction at Lubbock and Corpus Christi.

Each special school constitutes an independent school district, and participates in the per capita distribution of the State's Available School Fund for school-age children. Textbooks are furnished free to students. Other sources of financing are direct legislative appropriations, Federal grants under E.S.E.A. Title I, and limited participation in county school funds.

Educational programs in those institutions are subject to accreditation by the Central Education Agency, but are sharply limited in scope and enrollment. Primary emphasis is upon training students in self-care and in occupational skills.

THE CENTRAL EDUCATION AGENCY

This Agency exercises general control of the system of public education at the State level. All educational functions not specifically delegated to it by law are to be performed by local school districts.

Section 2 of Article 2654-1 stipulates that "Any activity with persons under 21 years of age which is carried on within the State by other State or Federal agencies, except higher education in approved colleges, shall in its educational aspects, be subject to the rules and regulations of the Central Education Agency."

The exclusive vesting of educational responsibility in only the Central Education Agency is reinforced by Section 3, which declares it to be the "sole agency" of the State of Texas empowered to enter into agreements respecting educational undertakings with an agency of the Federal Government, except such agreements as may be entered into by the governing boards of State universities or colleges.

Even H.B. No. 3 creating the Department of Mental Health and Mental Retardation and seeking to stimulate the development of community centers for mental health and mental retardation services, contains a separate section (3.01) which authorizes school districts to cooperate, negotiate, and contract with other local agencies to set up and operate a community center.

Within the Central Education Agency's administrative structure there is a Division for Vocational Rehabilitation and Special Education. It conducts the State-Federal vocational rehabilitation program, authorized programs for the Special Education of handicapped children, Federally-funded disability determinations for the Social Security program, health referrals and counseling for individuals rejected for military service for medical reasons.

On three campuses in Austin the Division manages separate State schools for the blind, and for the deaf. Enrollment in the School for the Blind is normally around 220 youngsters, about equally divided between elementary grades, and junior-senior high school grades. At the School for Deaf there are about 200 students under the fifth grade and about 400 students distributed from the fifth through the twelfth grades.

The education of persons under age 21 who are both totally deaf and blind, or who are totally blind and non-speaking, also is the responsibility of the Agency. That responsibility has been met, however, by the Agency contracting with out-of-State schools for the tuition, care and maintenance of such persons.

Authorized programs in public schools which the Division administered in 1968 were for the blind, partially sighted, physically handicapped (in school rooms, for homebound and hospitalized, and for minimally brain injured children), deaf and severely hard-of-hearing (pre-school, school age, and county-wide day schools), mentally retarded (separate programs for the educable and for the trainable), speech and hearing therapy. A "pilot program" for emotionally disturbed children was limited in 1968 to 20 units.

SENIOR ACADEMIC COLLEGES AND UNIVERSITIES

Those maintained by the State which are directly or indirectly preparing persons to work with handicapped children number 22 and are under 12 separate governing boards.

In 1968 approved programs for the preparation of special teachers of visually handicapped persons were operating at the University of Houston and at The University of Texas in Austin.

Approved programs for special teachers of the physically handicapped existed at East Texas State University, Lamar State College of Technology, Southwest Texas State College, Texas Technological College, Texas Woman's University, the University of Houston, and The University of Texas in Austin.

Teachers of the deaf and severely hard of hearing were being educated at Texas Technological College, Texas Woman's University, the University of Houston, and The University of Texas at Austin. In May of 1968 such a program was approved for Lamar College of Technology.

Approved programs for teachers of mentally retarded persons were underway at Angelo State College, East Texas State University, Lamar College of Technology, Pan American College, Prairie View A & M College, Sam Houston

State College, Southwest Texas State College, Stephen F. Austin State College, Texas Arts and Industries University, Texas Technological College, Texas Woman's University, The University of Houston, The University of Texas at Austin and at El Paso, and West Texas State University.

For teachers in speech and hearing therapy, approved programs existed at East Texas State University, Lamar College of Technology, North Texas State University, Southwest Texas State College, Stephen F. Austin State College, Texas Technological College, Texas Woman's University, the University of Houston, The University of Texas at Austin, and West Texas State University.

Outside the State government's higher education galaxy, private colleges and universities also were contributing to the preparation of teachers of handicapped children. Baylor University at Waco had approved programs for preparing teachers in physically handicapped, mentally retarded, speech and hearing areas. Our Lady of the Lake College in San Antonio had approved programs in the physically handicapped, speech and hearing areas.

Texas Christian University at Fort Worth had approved programs for preparing teachers of physically handicapped, deaf and hard of hearing, mentally retarded, speech and hearing fields. Trinity University at San Antonio had a teacher preparation program for the deaf and hard of hearing.

Bishop College at Dallas, Hardin-Simmons University at Abilene, College of the Incarnate Word at San Antonio, and Sacred Heart Dominican College at Houston offered approved programs for teachers of mentally retarded children. Abilene Christian College, Hardin-Simmons University at Abilene, and Southern

Methodist University at Dallas had approved programs in speech and hearing therapy.

TEXAS
STATE LIBRARY

Since 1934 the Texas State Library has been designated as one of 34 regional outposts for the U. S. Library of Congress to serve legally blind persons. Amendments to Federal statutes, especially those in 1966, resulted in widening the scope of service by the State Library's Division for the Blind and Physically Handicapped to all persons certified as unable to read or use conventional printed materials as a result of physical limitations.

"Talking books" and playback equipment previously made available by the Library of Congress only to blind persons, are now provided quadriplegics and other persons so handicapped that they cannot use conventional printed materials. Only persons who cannot read because of illiteracy, economic depravity, emotional disturbances, or mental retardation, are ineligible. A functional disorder due to brain damage which prevents reading, can establish eligibility.

Library materials available include those in braille; "large print" editions of books, some magazines and newspapers; and magnetic tapes. Special equipment includes not only the record players for "talking books" furnished through the State Commission for the Blind, but also page-turners, mechanical devices for holding a book in reading position, book projectors, perspex reading stands for overhead reading, prism glasses for partially sighted persons, special reading lamps, and microfilm projectors.

Traditionally, the Division has relied on service-by-mail. By 1968 it had established depositories or "sub book collections" at six points in Texas. Sub-stations at Dallas, Houston and San Angelo were characterized by books in braille which enable blind patrons to "browse" just as sighted persons do. A sub-station at El Paso featured "talking books." At the Academic Center in The University of Texas at Austin, a variety of materials were provided for the use of blind students enrolled there. Books in large print characterized another sub-station in Austin.

For the fiscal year 1967 the Division for the Blind and Physically Handicapped served a total of 5,404 patrons. Among them were blind children enabled by the supplementary service to compete successfully in regular classrooms in public schools without special classes for the blind.

DEPARTMENT OF PUBLIC WELFARE

Handicapped persons are served by this Department principally through its categorical programs of aid to families with dependent children, aid to the needy blind, aid to the permanently and totally disabled, and old age assistance. These welfare programs were supplemented during the early 1960s by medical care and assistance.

In 1967 Texas' State government elected to administer its medical assistance program under Title XIX of the Federal Social Security Act. This means that by 1975 its medical assistance program must be extended also to "categorically related citizens." The term means children under 21, families, and individuals whose incomes are above the eligibility limits for the welfare programs, but who are financially unable to meet essential medical needs.

Health and subsistence, rather than education, are the primary objectives of the welfare programs.

Other programs of the Department, such as child welfare services to neglected children and its licensing of child care facilities, occasionally and indirectly touch handicapped youngsters in the State.

THE COMMISSION FOR THE BLIND

This Agency was established in 1931 primarily for the occupational rehabilitation of "legally" blind persons. An amendment in 1965 widened its services to include all visually handicapped persons.

Currently it operates five major programs. Its services to visually handicapped children include counseling, medical, surgical and optical services. Its Home Teacher Program is primarily concerned with assisting an adjustment to life through counseling and instruction.

The Commission is perhaps best known for its vocational rehabilitation services which include on-the-job training along with medical and surgical services. Its Business Enterprise Program furnished the initial stock and service equipment to blind operators of concession stands.

The Commission also controls the assignment and redistribution of over 5,000 record players provided by the Library of Congress to facilitate the use of "talking books" issued by the State Library's Division for the Blind and Physically Handicapped.

A sub-section of the Blind Commission's statutory law specifically excepts from its authority "those educational services rendered visually handicapped children by the regularly established educational agencies."

For multiple handicapped blind persons, the Commission is specifically authorized by law to enter into interagency agreements in order to provide adequate services.

COMMISSION FOR INDIAN AFFAIRS

Texas is the only one of the 50 states that looks after its own Indians. The policy probably derived from the fact the Alabama Indian Tribe fought on the side of Texans in the War of Independence against Mexico. The Alabama-Coushatta Indian Reservation is comprised of 4,444 acres about 17 miles east of Livingston, and is held by the tribes as a commonwealth with a Tribal Council as the governing body. Since 1957, increasing emphasis has been put on self-government, economic independence, education of children in off-reservation public schools, and the assimilation of young adults into the State's regular society.

For both long-term illnesses like tuberculosis and for physical handicaps, the State's concern is supplemented by private citizens' organizations in Texas. However, a Head Start program is also under way on the Reservation to help pre-school children acquire a facility for the English language before entering first grade in regular public schools.

In 1967, separate acts of the Texas Legislature recognized also the Tigua Indians as an independent tribe or "community," and transferred the trust responsibility for them from the Federal government to the State of Texas subject to concurrence by the U. S. Congress.

For the Tigua Indians, the same Legislature appropriated $35,000 for family school allowances, alcoholic and midwife training and education, and other assistance.

VETERANS AFFAIRS COMMISSION

A reference to this Commission in connection with services to handicapped children may seem strained. It is justified by the fact that a special veterans service officer of the Commission burrows through the records on children in both private and public orphanages and schools for the mentally retarded for evidence of parental relationships to military service.

Approximately 3,000 such children have been located. In 1968 the Federal government was paying nearly $235,000 annually for the care and rehabilitation of such children under 504 claims filed with the help of the Veterans Affairs Commission for authorized benefits to veterans and their dependents.

TEXAS YOUTH COUNCIL

The Council manages three State homes for orphaned and neglected children, and four correctional schools for delinquent boys and girls. Education for children in State homes is provided by contractual relationships with the nearest public schools.

The correctional schools have two major "on-campus" programs: academic education, which often includes remedial reading; and vocational training. In 1965, when the Gatesville School found that about one-fifth of delinquent boys being committed there were dyslectics, special teaching techniques for them were substituted for normal methods. Some dyslectic children leaped as many as five grades in a nine-months period, and the average progress was two and one-half grades in a normal school year, using standard achievement tests.

Correctional schools also receive some mental retardates. The explanation is found in what some judges would call "practical necessity." Faced with a mental retardate who is disturbing the community, and knowing that a long waiting list inevitably will delay the youngster's admission to a special school, he is adjudged delinquent and quickly committed to a State correctional school.

DEPARTMENT OF CORRECTIONS

Among inmates of the Texas prison system there is a curious relationship between language disabilities and criminality. Based on Gray-Votaw-Rogers achievement tests administered during the decade of the 1950s, 55.6% of the incoming inmates had educational levels of the fifth grade or less, and nearly one-fourth of those were totally unable to read and write.

An analysis of illiterate prisoners enrolled in the Department of Corrections' adult basic education program showed that 54.7% of them were Negro, 25.2% were white, and 20.1% were Mexican-Americans. Most of them (32.5%) came from the Waco-Dallas-Fort Worth-Wichita Falls area of the State; with the next largest number (20.5%) from the Houston-Huntsville-Lufkin area.

Prison units receive an unknown number of mental retardates. If statistical trends hold, half the inmates admitted during 1968 will be between the ages of 18 and 25 years.

The Eastham prison unit near Weldon generally houses about 1,100 inmates who are physically and mentally weak, or emotionally disturbed. The

Wynne unit northwest of Huntsville houses 1,525 inmates, most of whom are physically or emotionally handicapped.

ADVISORY COUNCIL FOR LANGUAGE-HANDICAPPED CHILDREN

An Act of 1967 (Chapt. 451, 60th Legislature, R.S.) authorized this Council, but carried an effective date of September 1, 1968. The Council is to consist of 12 members appointed by the Governor, and the Act suggests that he make some appointments from the fields of psychology, medicine and education.

It defines "language-handicapped child" as one who is deficient in the acquisition of language skills due to language disability where no other handicap condition exists.

Purposes of the Council are to advise the Commissioner of Education and the Texas Education Agency on the development of programs for diagnosing and treating the problems of language-handicapped children, and to report to the 62nd Texas Legislature its findings and recommendations for Statewide diagnostic and treatment facilities for such children.

The Act also directs the Texas Education Agency, with the advice of the Council, to establish at least three regional experimental diagnostic facilities.

The Commissioner of Education is directed to provide the 61st Legislature, convening in January of 1969, an interim report on the status of research on the problem and to estimate the money required to conclude the study by August 31, 1970 when the Advisory Council is to be dissolved.

COORDINATION

The preceding analysis of the structural organization for services by the State to handicapped persons is concluded with a note on past efforts to coordinate that structure. There have been many such efforts, stemming from both outside and inside the government. None has been outstandingly successful.

Perhaps the most noteworthy of recent efforts were the two Statewide citizens committees which undertook long-range planning for services to mentally ill and mentally retarded persons, which emphasized community services, and which resulted in H.B. No. 3 establishing the Department of Mental Health and Mental Retardation.

The Legislature has long been concerned with the problem of coordination. In 1959 it enacted a law establishing a Texas Coordinating Commission for State Health and Welfare Services. Its stipulated duties included studying diagnostic services, care, training, education and rehabilitation programs for the handicapped; recommending additional services; and recommending needed revisions in laws governing services to the handicapped.

The Coordinating Commission was to include three Senators and three House members in its membership. Consequently the Act was held to be unconstitutional on the grounds that it violated the doctrine of separation of powers.

Despite these unsuccessful efforts in the past to provide a high level of coordination, the problem still continues to exist and as the clientele served by these programs increase, the problem increases in both magnitude and scope.

RECOMMENDATION NO. 6:

> It is recommended that the Agency request the Governor to establish a coordinating council for State services in the Health, Welfare, Rehabilitation and Special Education field.

The responsibilities of such a council should include those such as envisioned for the new defunct Texas Coordinating Commission. To make this group something more than a typical coordinating committee (which by and large has proved to be less than effective in the history of Texas), we would suggest a key staff person from the Governor's Office serve as its Chairman. In addition, it should be required to submit a detailed report on its activities annually to the Governor, the Legislative Budget Board, to each agency concerned, and to the public. Membership in such a council should be left to the discretion of the Governor, but would, of necessity, include high level representation from major State agencies with programs in these fields.

CHAPTER III

THE "PHYSIOLOGY" OF SERVICES TO HANDICAPPED PERSONS

Finding and identifying handicapped persons, especially children, occurs most frequently in Texas by non-governmental entities within its society. Concerned parents are the chief source of referral. Although "unorganized" and equipped with rather vague notions of norms, parents constitute the most extensive screening program within the State.

There was a time when concerned parents turned to their family physician. Medical specialization and urbanization have largely obliterated the "family physician," although the medical profession continues to be the chief source of professional identifications of handicapping conditions.

THE STATE HEALTH DEPARTMENT'S ROLE

Both the etiology of many such conditions and the traditional concern of public health departments for prevention, account for the State Health Department's interest in the quantity and quality of pre-natal care and "well child" clinical services.

The Department rarely gives "direct" services. Unlike the Department of Public Welfare, which has direct contact with welfare recipients, the Health Department's behavioral mode is more akin to that of the Central Education Agency. It seeks to provide high quality professional leadership and skills, standards, inputs of money and qualified personnel for local health units, and above all, a central laboratory that extends its scientific expertise through 24 approved regional laboratories.

Although full-time local health units number only in the 60s and embrace counties numbering only in the 70s, they serve more than 75% of the State's total population. In more sparsely populated areas of the State, the Department's chief thrust is through public health nurses. Often attached to tuberculosis control units, those nurses cover a much wider spectrum of public health problems.

The most intensive and analytical phenylketonuria tests are performed in the State Health Department's central laboratory, based on "suspected cases" identified by less elaborate screening tests administered by cooperating physicians wherever babies are born. The central laboratory also derives the remedial supplements for the confirmed cases of phenylketonuria and maintains a central register of such instances.

While the State Health Department plays an important role in case finding - especially among lower income families - a substantial number of cases find their way into the school system without benefit of any type of diagnostic effort. Oftentimes school age is too late for effective Special Education preparation. There is no resource available Statewide at this time to provide needed diagnostic services.

THE ROLE OF THE DEPARTMENT OF MENTAL HEALTH-MENTAL RETARDATION

Despite the vesting of statutory authority in the Department of Mental Health and Mental Retardation for diagnostic services in the field of mental retardation, its contributions to finding and identifying mental retardation are limited. Its statutory responsibility is not yet viable. Most persons reaching its jurisdiction have already been substantially identified as mentally retarded by physicians, neurologists, psychologists, and even by teachers.

However, there are signs that the Department may be moving in the direction of earlier identification and diagnoses on its own initiative. Aside from the wording of the law, the Department has a precedent in its psychiatric hospitals which for several years has maintained outpatient diagnostic clinics for mental illnesses. Similar services have begun at the Denton State School. The beginnings of "community centers" are another sign of the Department's "starting up" diagnostic services. Unless carefully coordinated with diagnostic services to be developed as an integral part of the Special Education program, serious duplication could well arise.

RECOMMENDATION NO. 7:

> It is recommended that the Texas Education Agency, Special Education Division and the Deputy Commissioner for Mental Retardation, develop a joint plan of action for the evolution of diagnostic centers which prevents the duplication of such facilities by each agency. Once such a plan is developed it can then be formalized into an interagency contract.

THE PROBLEM OF IDENTIFICATION SLIPPAGE

Despite the initial screening by parents and the cooperation of the medical profession, many children with handicaps that derive from some mental deviation or characteristic are not identified until they reach classrooms. Unfortunately, precise figures are not available; however, this conclusion is warranted by two facts. One is the frequency of referrals for diagnoses that are initiated by experienced teachers in public schools. The second is the "discovery" of handicapped children by census takers visiting homes to determine the school-age population for annual distribution of the State's Available School Fund.

Thus, it can be concluded that the finding process is fairly dependable for noticeable handicaps arising from blindness, deafness, physical deviations, and some speech difficulties; while handicaps deriving from brain injuries, genetic deficiencies and emotional disturbances often go undetected until seen comparatively against a wider spectrum of behavioral norms such as in a classroom.

DIAGNOSES
(EDUCATIONAL EVALUATION)

Diagnoses and classification of handicapping conditions lie largely in the hands of the medical profession. This is both an asset and a liability.

It is an asset when viewed as an instance of cooperation by the medical profession with the community, and between specialists within the medical profession. It is an example of both human and scientific compassion. A child-in-need is a far more effective coordinating device than enacted laws, advisory committees, or special studies.

The common concern of medical scientists lies with the origin and cause of the handicapping condition, its precise location and character, and with the means for correcting or ameliorating it. That very emphasis tends to obscure the remaining capabilities of the child, his sensory and cognitive abilities to interact meaningfully with his environment, which are the major concerns of the teacher.

Medical diagnostic terms are carried over into enacted laws, and thence into Special Education classes of public schools. An unintentional consequence is that Special Education is built upon pupil weaknesses or handicaps, rather than upon pupil strengths or capabilities. The negative is emphasized, rather than accenting the positive. Once again, we must mention "labeling" the child.

Non-precise labels are often libels. This is true whether the label reads "conservative," "liberal," "minimally brain injured," or "mentally retarded." They communicate very little reliable information about the intrinsic characteristics of the individual, and even less about his merits.

Even among special educators the labels not only fail to inform, but often confuse. If a minimally brain injured child moves from Texas to Michigan, educators there will refer to him as a "perceptually disabled child." In California, he would be "educationally handicapped" or "neurologically handicapped." In Bucks County, Pennsylvania he would be placed in a class for children with "language disorders." In Montgomery County, Maryland he would become a "child with specific learning disabilities."

Each of those labels uses a negative word-form: injured, disabled, handicapped, disordered. Educationally, it is far more important to know what he can do - what his learning characteristics are, how he behaves, what his potential level of function is. However useful and legitimate may be the origin of the labels, medical diagnosis is only the beginning of treatment. It is not the end.

Consider cerebral palsied children, for example. Some may learn best with normal children in regular classes. Others will learn best in a class with brain-injured children who have the same learning characteristics or modes. Still other cerebral palsied children might learn best in a class containing mental retardates with similar cognitive capacities. But putting all kinds of cerebral palsied children in the same classroom will produce serious teaching difficulties. What is done for one type of cerebral palsied child may be quite inappropriate for another. It was precisely on that point that a child was transferred from a regular to a special classroom in the first place. The transfer will be of no avail if it ends up in only a different kind of heterogeneity.

Many educational psychologists, psychometricians, diagnostic teachers and educators are searching for more meaningful methods of pupil appraisal and classification. In 1968, some preferred to classify certain children as "learning disabilities." The preference may represent a swing to the opposite extreme, to a label that means even less than those it replaces. All language impaired children are not alike. All auditory disorders are not alike.

Inherent in any effort at a classification system is the search for similarities, with an inevitable de-emphasis on individual differences and hence the loss of some information. But the principal difficulty in classification for Special Education is that the controversy continues to proceed from medical and neurological bases, rather than from educational bases.

The Special Education Division has three pilot projects in the area of diagnostic (evaluative) services being financed out of Title VI funds at this time. While it will be two years before adequate data is forthcoming from these experiments, planning on diagnostic facilities tied into Regional Services Centers should take place at this time. The most pressing problem in the minds of school administrators, teachers of Special Education and educators of Special Education teachers was the lack of adequate diagnostic facilities.

EDUCATIONAL PRESCRIPTIONS

Educational prescriptions have not yet evolved. They may ultimately evolve out of community and regional centers, whether these be "sized" for public health generally or only for mental health and mental retardation, *if* the interdisciplinary diagnostic team includes educators.

SOME ADDITIONAL AREAS OF WEAKNESS

Educational treatments proceed even in the absence of educational prescriptions. At elementary grade levels in public schools they appear most commonly as "special classes" despite the Central Education Agency's definition of Special Education as being the provision of services additional to or *different* from those provided in the regular school program.

Patterns and methods for regular education, whether they be for school building design or for instruction, strongly persist even in the guise of Special Education. Indeed, some educators insist that teachers of Special

Education classes be recruited from among experienced teachers of normal children. The tendency, therefore, is to force exceptional children back into the standard mold for normal children, rather than developing individuality from the exceptionalities. (This, however, may have more positive than negative implications as noted in the previous chapter. Proper flow of children to the areas where they can best be trained should be the goal.)

At the secondary grades where handicapped children are often less accepted by their peers, even the mask of Special Education thins. At this level, the most distinguishing characteristic of Special Education is its heavy emphasis upon the development of occupational skills. Vocation tends to replace education as the goal.

Yardsticks for measuring the results of Special Education efforts are relatively crude, as they are in all of education. Evaluations are subjective. Comparisons of benefits with costs are missing. This lack is most notable in the preparation of teachers for handicapped children. Occasionally experienced teachers of Special Education classes are invited to share their practical insights with students in college and university classrooms. But college and university professors of Special Education seldom leave their campuses to check on the performance of the teachers they have trained and to examine the relevance of what they teach to the realities that exist in public schools. This is a serious communications void that must be filed in the years ahead.

SOME FUNCTIONAL AREAS SHOW PROGRESS

Innovative transformations are evident in the behavior of the State Library's Division for the Blind and Physically Handicapped. The category of its clientele was one time singular: legally blind, mostly adults. Now its clientele has widened. So have its avenues of service.

Many public libraries sponsor the "Texas Reading Club" as a special summer program for children. When blind children enroll, they become the special concern of the Division which sends them talking books and books in braille. Upon submitting their reading logs that show they have read the specified number of books, such children are awarded a personalized, braille certificate very similar to that awarded sighted children in the Club.

Necessity may justify the Blind Commission's Home Teacher Program, but the State Library's Division for the Handicapped has found personal visits to the homes of clients inordinately costly compared to results. In the summer of 1968 it was considering a telephonic reading service to handicapped persons with similar needs and interests, manned by volunteers with excellent diction and reading skill.

The "physiology" of the Public Welfare Department's services is quite different. The most evident characteristic is its concern for ameliorating symptoms, rather than removing causes of dependency. Aid to Families of Dependent Children affords an example of the characteristic. The principal objective seems to be to provide more social workers for the caseload -

a curious example of the principle of feeding the sparrows by feeding the horses. The increasing staff of social workers is trained not to ask "Why?" but only "Whether?."

OUTPUTS

This attempt to view the State's governance of services to handicapped persons leads inevitably to a final question: what are the results, the end objectives?

Still relying on the behavioral evidence rather than upon the formalities of structure, two clear-cut objectives appear. One is to so educate and train the handicapped person as to enable him to participate competitively in normal communities. The objective is to make him a productive, useful, tax-paying member of regular society.

Failing to achieve that goal, the alternative objective is to remove him from society to institutional care for the remainder of his life.

For example, a mentally retarded person is either sufficiently trained to hold a job in the community, or he winds up as a permanent "student" in a back ward for a State special school. Normal community living, and custodial care in an institution, represent opposite extremes of the spectrum. Too few objectives lie in the intermediate range.

There are encouraging signs of more alternative, intermediate objectives that may match more realistically the tremendous variety of individual capabilities and potentials of handicapped persons. Both the Department of Mental Health and Mental Retardation and the Texas Youth Council are making increased uses of "foster homes." For the first time in their histories, 1968 appropriations to both governmental agencies included authorizations for "halfway houses."

With the possible exception of the Department of Corrections' prison units, there is not as yet evidence of the emergence of sheltered workshops as a new and intermedidate objective. Colonies of sub-cultures within regular communities, in which some handicapped persons might find interdependence and partial economic self-sufficiency, have not yet appeared in the behavioral patterns.

Since it sets at the vortex of the spectrum of the most vital services relating to the handicapped young of our State, it is logical for the Special Education Division to take the lead in providing the consultative relations that will lead to the development of adequate adjunct facilities. The lack of proper adjunct facilities such as sheltered workshops, terminal workshops, half-way houses, foster care facilities, etc. can do more to destroy the effectiveness of the children who have "intermediate range objectives" than anything else we can visualize.

CHAPTER IV

THE DIVISION OF SPECIAL EDUCATION AND ITS FUNCTIONING

ORGANIZATION (INTERNAL)

The present organization is not adequate for the administrative demands placed upon it. It has the following basic problems:

- The administrative structure does not permit adequate staff support of high competence to the Director of the Division and his assistant, consequently both of these people are overworked seriously.
- Administratively, the Special Education function is not placed high enough in the organizational structure of the Agency to be able to fulfill its responsibility effectively.
- The present staffing patterns are not adequate to the research and planning role which is rapidly developing. In addition, the standard setting and evaluation of program role will become more important if the thinking in this study is followed.

We are impressed by the quality of executives in the Agency who administer the Special Education program. By and large, the functions have grown both in size and complexity so rapidly that they have been overwhelmed with necessary travel and work. Only by great effort have these executives managed to keep the Division functioning effectively. Unfortunately, past the two key positions is only a smattering of talent in depth. The existing salary levels almost preclude getting the range of talent necessary to adequately staff the types of functions that are evolving.

Basically, the elements of organizational problem in the Special Education Division are the same as those in the Vocational Rehabilitation

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Division recently studied and reported upon by the Texas Research League. Rather than duplicate their report here, suffice it to say that we feel the following steps - which are in agreement with their findings and recommendations, should be taken to provide the organizational structure necessary for present and future responsibilities.

RECOMMENDATION NO. 8:

It is recommended that the administrative structure of the Agency provide for a Deputy Commissioner for Special Education. This position would be equal with the present Deputy Commissioner for Education in pay and status and would include responsibility for legislative contacts so vital to a continuing understanding of Special Education. (It would be understood that Special Education and Vocational Rehabilitation be under separate deputy commissioners.)

We do not want, by implication, to reflect on the present relationship with the rehabilitation function or the leadership thereof. The relationship has been excellent and the executive leadership superior. The above recommendation simply reflects the growth in scope of the two areas of responsibility to major proportions. Furthermore, we feel even more substantial growth is just ahead.

RECOMMENDATION NO.9:

It is recommended that the Deputy Commissioner for Special Education be provided with three Assistant Commissioners as follows:

- Program Development and Research
- Program Evaluation and Audit
- Program Administration and Coordination.

We have used descriptive terminology here. Actual job titles could be different.

There will be those who critize us for recommending three high level ($17,500) positions for this Division, nevertheless in time we feel three are an absolute minimum. The function of Special Education is in a state of flux and will continue to be for at least the next ten years. In a fluid state of administration brilliant leadership is needed. To obtain such leadership, adequate salaries must be paid. As important as salaries are job responsibilities which permit a high level of performance. The Division has limited high-level talent resources today - not enough to accomplish existing responsibilities.

In a nutshell, the person in charge of Program Development and Research would head the ever-increasing in importance, research and planning arm of the Division. It would be from these offices a careful development of research efforts leading to program development would take place. We do not feel comfortable about these functions being performed in a central agency office whose staff, of necessity, must be oriented toward general education. For the record, we take a stand against such a concept. We feel the planning-research function leading to Special Education program development should be coordinated carefully with the central agency efforts in these fields, but should be under the direct control of the Special Education Division.

The person in charge of Program Evaluation and Audit will attempt to bring into being the concepts as set forth in the final chapter of this report, setting up the basic thinking for a "feedback model." It will take a minimum of two years' careful thinking and planning to bring these concepts into being. Because the effective use of this device is critical to the future program of the Division, this function must be represented at the highest level.

Someone must be in a position to take a large share of the burden of day-to-day administration off the Deputy Commissioner and this person would be the one in charge of Program Administration and Coordination. It should be remembered that a large part of the Deputy Commissioner's responsibilities are external to the operation of the Division and this will be even more true in the years ahead. Proper provision is not made in the present organization to accommodate this external demand for his time.

RECOMMENDATION NO. 10:

> It is recommended that under these three Assistant Commissioners an organizational structure be designed to provide a step-by-step career pathway from the field through the central office to the positions of Assistant Commissioners.

We are especially concerned that new higher salaries be used to reward those fully competent professionals who now do an outstanding job or to recruit new higher level talent. As it is now, existing salaries do not permit obtaining top level consultant personnel, thus a proper range of consultant services cannot be provided local school districts or the new regional education centers in several functional problem areas. Since everything done in the future will be more complex, and thus require greater skill, it is obvious this problem should be attacked at this time.

ORGANIZATION
(EXTERNAL)

Whether the State eventually goes into a State-funded, State-designed, but locally administered system of Special Education classes or not, the external organizational relationships of this Division are critical to its effective functioning. The external relationships fall into two categories as follows:

- Relations with public and private groups with a specific interest in influencing Special Education program or policy, and
- Relations with the local school districts (public and private); new regional service centers; State and local public agencies with active programs that fall into the field of Special Education, and the educational centers actively involved in teacher training or Special Education research and/or research-demonstration projects.

We have little to comment upon concerning the first group, except to note that the Deputy Commissioner would have a full-time job handling the relationships with all the diverse elements represented in this category.

We are primarily concerned with the development of proper communications with the second group since herein lies the day-to-day functioning of the program itself. Since in the previous chapter we have discussed the diverse State programs in this field and suggested a possible coordinating step, we will concentrate here on the local school districts and regional service centers. In the transcript, which is the supportive document to this study, will be found an excellent brief on the organization, philosophy and anticipated functioning of the regional service centers by the Agency executive directly responsible. If the regional service center concept is not fully understood by our readers, we refer them to that brief to prevent duplication here.

We feel the regional service center concept is a fundamental step by the Agency. As is always true in government when a basic organization change of sweeping magnitude is made, the precise future evolutionally control (or power) resulting from such change is ill-defined. (This is probably necessary since it is easier to accept change if it evolves slowly than to see at one point of time all the events that will take place to invoke a given end. This is especially true in governmental operations.) Because of this we must anticipate the role of these centers five or ten years hence.

We anticipate the regional service centers will become the key focal point of educational program administration within the next five years. Due to the massive growth of the Agency, some device had to be found to administer Agency services effectively geographically closer to the local school districts. This problem shows up in the functioning of the Special Education Division today. Basically, the Division's staff is becoming less and less effective as they must spend more time in travel and contact work, and thus less time in intensive consultation. Also, with the growth of well-staffed local Special Education programs with local consultative services available to them, the quality of consultant services available at the local level are sometimes better than that from the Division. Both of these factors serve as frustrating problems to the staff of the Special Education Division. It is not surprising that some of the most effective work done by the staff has been in the rural and semi-rural areas of the State where Special Education programs are still evolving gradually.

With the advent of the regional service centers we can foresee that more and more of the basic pioneering and early program development followup should become one of their areas of service. Being geographically closer to the areas of need and being operationally and structurally more attuned to the attitudes of the area, they should be able to move more rapidly and effectively in program initiation and development. Thus, the center should replace the Division in local program initiation.

We view the role of the Division as one of program policy development, program coordination, staffing development and coordination liaison, coordination and liaison with other State services and Federal programs, initiation of research and demonstration projects leading to the development of new program policy and post program audit and evaluation. We view the role of the center as one of local program initiation following program policy of the Division, program development consultation, carrying out of local research and demonstration projects, and as a vehicle for the assembling of program data and perhaps special fund allocations.

RECOMMENDATION NO. 11:

> It is recommended that the Special Education Division continue its policy of assisting regional service centers to develop central staff resources in the field of Special Education with the intent of eventually replacing the day-to-day functioning of the Division in the initiation of local Special Education programs and the consultation services associated therewith.

We cannot detail here the precise nature of staffing patterns or the exact functions to be performed by the Division and the centers since, to carry out this concept will require an evolutionally growth cycle. We do, however, urge that the center never be placed in the role of program auditor or standard setter. These are functions that must be retained by the Division.

One further thought. If this concept evolves, then the consultant staffing of the Division should come under serious study. It is most likely the centers will turn to the key Special Education training center (or centers) in their area for supportive assistance. We think this is both logical and desirable. As they do so, the need will decrease for the Division to provide day-to-day consultative services. What services they do provide must be of the highest level, however. This means fewer positions devoted to this function, but at higher salary ranges. It also means a closer working relationship between centers of higher education and the key staff of both the Division and the centers.

SPECIAL EDUCATION TEACHER TRAINING CENTERS

In Chapter II we have detailed the extensive effort put forth by Texas colleges and universities, both public and private, to supply the continuing demand for Special Education personnel. During the study we talked to many of the key educators and administrators concerned with this field. Obviously, since Special Education is in a period of transition, of necessity these training programs must gradually change to keep pace with Special Education program realignments which affect demand for personnel of varying types. Communication between these training centers and the Division leave something to be desired. This is not the fault of either the schools or the Special Education staff, but more clearly reflects the inadequate staffing of the Division, as well as the magnitude of the training programs concerned.

Training programs that now exist will, of necessity, be forced to change in order to meet the needs of both public and private programs in the field of Special Education. Basically, we foresee three distinct levels of training that need the immediate attention of these educational centers. These are as follows:

- The super-professional personnel.
- The professional practitioner.
- The para-professional adjunct staff.

Because the proper development of staff resources in each of these fields is critical, we will discuss these categories briefly.

By super-professional personnel we mean those who 1) become the policy makers and/or executives who staff Special Education programs, or 2) those who become the key functional program consultants. Traditionally, persons who now hold these roles evolved into their positions after long experience in the field. Some had sound education in the field of Special Education; others did not. We are not primarily concerned with their academic educational backgrounds at the undergraduate level. We do feel, however, that there is a critical need to develop intensively and rapidly more key executive talent to staff rapidly developing Special Education programs. We do not feel this need is being given proper emphasis at this time and the result has been to promote something less than fully trained and experienced personnel into key positions. Moreover, the number of key positions that need personnel is increasing so rapidly that even something less than sound talent cannot be found. Actually, there is already a severe shortage of executive talent in the Special Education field and it is destined to get much worse rapidly. We feel this need must be met through intensive training programs set up in some of our Texas Educational Centers. Such program must be worked out jointly with the college concerned and the staff of the Division.

RECOMMENDATION NO. 12:

> It is recommended that a program of Special Education executive training be developed by the Deputy Commissioner of Special Education, in conjunction with three colleges or universities in the State. Such a program should be staffed by the colleges with supportive help by the Agency. Priority should be given to students suggested by the Division and the Division should develop an adequate program of stipends to permit attendance by those of its staff destined for positions of greater responsibility.

Understandably, most of the attention of those responsible for training Special Education personnel has been focused on trying to provide an adequate supply of fully skilled practitioners to man the rapidly growing number of classes. Despite the excellent efforts of all concerned, demand has constantly exceeded supply and we do not foresee a change in the situation at this time. We do, however, foresee that by 1972 in the general education field, a surplus of classroom teachers could develop due to demographic trends (decrease in pupils) and an increase in number of teachers coming into the profession. If this happens it is bound to have a positive effect on the supply of Special Education teachers.

Of greater concern to us than the supply of teachers is the effective use of such teachers. Experiments in other states, especially California and Florida, have shown that a well-trained Special Education teacher, when equipped with properly trained para-professional personnel, can extend her unique talents and experience more widely than was heretofore known. To know precisely what type of personnel will function effectively in a para-professional setting and what level of training they should have must be the result of special project experimentation. In Appendix IV we have included some thinking on this overall concept which we feel is illustrative of the concept which we feel deserves to be tested in a classroom setting under carefully controlled observation. Once this has been done, it is anticipated that the Division can suggest proper training program changes to the colleges and universities concerned with training Special Education personnel. In order that the talent from both the Agency, as well as these centers, work cooperatively in the evolution of these training program changes, we recommend the following step.

RECOMMENDATION NO. 13:

> It is recommended that the Division set up a Special Education Training Advisory Committee to be composed of not to exceed ten leaders in the field of Special Education teacher training and those members of the Division as selected by the Deputy Commissioner of Special Education.

In addition, this Committee can serve to increase the level of communication between the Division and key Special Education Teacher Training Centers and perhaps provide the proper climate for flexibility and incisive program development. Part of this existing problem was discussed in Chapter II.

CERTIFICATION OF SPECIAL EDUCATION TEACHERS

The proficiency of new teachers of handicapped children tends to be measured in terms of the numbers and kinds of academic courses successfully completed, rather than in terms of actual results achieved in teaching such children. Here again Special Education reflects the "norms" peculiar to general education.

In most professions, whether medicine, dentistry, law, engineering, or even in an occupation like plumbing, classroom work merely prepares the candidate for practical tests applied by special boards for licensure. In education, certification follows the acquisition of the required numbers and kinds of semester credit hours. No other profession gives so many examinations to others, but applies so few to itself.

Viewed behaviorally, one other characteristic distinguishes Special Education from other professions. For teachers of handicapped children, the emphasis in preparation is on extended education - on graduate work - on refining and intensifying the finished academic product. Scant attention is given to preparing ancillary and supportive personnel, so that the professional teacher in Special Education can perform at his top level of skill. By comparison and using medicine as an example, currently in Texas about ten trained sub-professionals support and augment the skills of one physician.

Without question we agree with those who certify that the aim should be to insure qualified professionals for positions that require professional activity. Without the existence of a proper "feedback" system relating to professional accomplishment, it is doubted if adequate standards exist in the field of general education which would permit a significant change in the overall system. It is, however, at best a weak approach and needs to undergo careful study by those concerned with its functioning (as it now is). We do feel, however, that because of the uniqueness of its field, those who administer Special Education programs should communicate to the certification body their specific observations on the current problems as related to Special Education. We sense there is a lack of precise communication between those certifying and those who must hire the end result of their efforts. In the report supplemented to this, the consultants to this study had extensive observations about the problems generated by the current certification process.

RECOMMENDATION NO. 14:

It is recommended that certification of Special Education teachers be based on standards set by the Commissioner of the Agency upon recommendation from the Deputy Commissioner of Special Education.

It is further recommended that such standards be apart from those for the certification of general education teachers.

THE SPECIAL SCHOOLS

For more severely handicapped persons, the government provides special environments for their educational treatment. Those special environments take the form of State Schools for the Deaf, for the Blind, for Mentally Retarded Persons, and for Cerebral Palsied children in the Special School attached to the Medical Branch at Galveston.

Even in State institutions where the primary purposes are other than education, such as in hospitals and correctional institutions, education is evident in the total program of therapy and rehabilitation.

Thus, for patients in the San Antonio State Tuberculosis Hospital, the San Antonio Independent School District operates an accredited academic program in all twelve grades. The public school system of Harlingen operates a ten-month academic program from grades one through twelve in the State Tuberculosis Hospital located there.

Mention already has been made of the academic programs in juvenile correctional schools. The sheer size of the Gatesville School (2,100 boys) leads to emphasis on security precautions which sometimes collide with rehabilitation programs tailored to the needs of individual boys.

In prison units of the Department of Corrections, dividing lines between "security" and "treatment" personnel are fading. Most guards already consider themselves a part of the "treatment" team. Cooks, clerks and nurses are beginning to consider themselves so.

Thus, it is obvious that a large number of clientele are in facilities where the effectiveness of the Special Education program lies outside the control of the Agency. It should, however, be noted that the Schools for the Blind and the Schools for the Deaf are under the legal authority of the Agency.

The Agency has been consistently upgrading the program of these facilities and has also been improving the staffing patterns of these facilities. While much improvement has been made, careful thought should be given at this point of time to a full integration of the operation of these schools with the Special Education program of the State. As a first step in this direction, we would change the administrative location of these facilities within the Agency.

RECOMMENDATION NO. 15:

> It is recommended that the School for Blind, the School for the Deaf and the School for the Blind, Deaf and Orphan (B.D. & O.) be placed under the jurisdiction of the Special Education Division of the Agency.

We visualize that the Division will want to work out a more flexible program for the use of these facilities in order for them to become a total resource to the Special Education program. Obviously they should operate program-wise on a twelve-month-a-year basis with greater flexibility of admission and transfer than prevails at this time. Programs should be set up within these facilities with shorter-term, but more intensive educational implications.

A TWELVE-MONTH PROGRAM

While we think the issue is also important to general education, we feel the time has come to rethink the concept of a nine-month program for Special Education. While it is possible that some children should only be subjected to a less-than-a-year training cycle, we feel the entire field needs to be rethought and restudied. We are concerned about rapidly increasing needs with limited human and physical resources to accommodate those needs. It does not make sense to us not to involve the Special Education teacher and the physical plants on at least an eleven-month basis.

The problem is not as simple as merely extending existing programs by two months. It realistically involves new types of supplemental programs, use of teacher resources in evaluation programs, more intensive work with families of Special Education students - just to name a few areas. It would have the additional advantage of providing more income to the Special Education teacher, thus providing additional leverage to obtain competent professionals for this field.

RECOMMENDATION NO. 16:

It is recommended that the Agency, through its Special Education Division, formulate plans for the extension of the use of Special Education teachers and facilities to a minimum of eleven months each year.

MINIMUM AGE - MAXIMUM AGE FACTOR

As will be noted throughout the supplemental report, the consultants to this study agreed that for the Special Education program to be effective, children with certain handicaps should be identified earlier than school age and at identification certain services could be provided that would greatly enhance the possible success of future special educational efforts. Unfortunately, there was no specific agreement forthcoming from these consultants as to what age - relative to what handicap - relative to what services should be provided. While all agree that the concept is sound, there was little agreement on the specifics of the approach to carry out the concept.

One of the ways by which Special Education teachers could be used effectively in the summer - as well as facilities - could be the testing out of how best to approach this area of need. This, supplemented by what is now being done for pre-school children by programs administered by the Department of Mental Health-Mental Retardation, as well as services provided by the Texas Education Agency, as well as local school districts, would have to be carefully tied in to pilot experiments in this field. One of the problems that should be given attention is the early development of a registry of Special Education cases - much like that done in the field of T.B. control by various states.

RECOMMENDATION NO. 17:

It is recommended that appropriate services be furnished by the Division from the earliest age of detection consistent with accepted professional standards; provided, however, that sound procedures to accomplish this recommendation be evolved through carefully-controlled pilot programs.

INCIDENCE - PREVALENCE OF HANDICAPPED PERSONS

It will be noted we have not included any data in this report on incidence or prevalence of needs by handicap. We have not done so for two basic reasons as follows:

(1) We feel that existing data is based on something less than reliable needs analysis. It tends to be more adequate for some areas of handicap than others. It tends to vary widely, depending upon the definition, how it is applied, and who is doing the applying.

(2) We are concerned in this study with Special Education needs - not with numbers of children defined by handicap. What constitutes a handicap does not of itself make a Special Education need. Regretfully, too many people think it does, and we feel such an approach is misleading.

Regardless of how one identifies Special Education needs and despite the lack of really usable data on specific demand for Special Education services, we feel there is no question as to the following:

(1) There is a greater demand for Special Education services today than our human and physical resources can supply.

(2) We foresee a very important increase in the demand for such services.

CHAPTER V

FIELD STUDY SUMMARY[1]

While not entirely unquestioning of the eligibility of the clientele presented to her, the teacher does not seem to be primarily concerned with the legal or educational propriety of her students being in that particular Special Education situation. Perhaps because she is used to taking the students assigned to her, or because she is the person ultimately responsible for the immediate educational opportunity of her students, or because she has been on a placement group, we did not find in our interviews any disposition on the part of the teachers as a whole to "cream" her students. The reservations most commonly expressed seemed to cluster about the multi-handicapped child and the advisability of always regarding mental retardation as the controlling factor.

She has other worries. As related to us there were several areas of concern upon which she focused. Without listing them priority-wise as to their relative importance, they appear to be: physical setting and facilities, media and teaching material; evaluation of student progress; parental involvement in the school effort; administrative support for Special Education; transportation of certain students; recognition from colleagues;

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[1] This report primarily represents the field of Special Education as seen through the eyes of teachers, supervisors, and to a lesser extent, through the eyes of administrators. Since facts in Special Education are hard to come by, it was felt necessary to interview those persons most directly concerned with the functioning of Special Education. Therefore, this chapter reflects attitudes rather than reproducing statistics, since it is based on the data from field interviews.

in-service training; pupil appraisal; new career fields; and trainable mentally retarded. We shall summarize what we feel to be the composite feelings of the interviewees with reference to each of these topics.

PHYSICAL FACILITIES

A typical school room may be inappropriate at best and wholly unusable at worst as far as Special Education classes are concerned. The degree of unsuitability, we are told, is in some measure related to the kind of class, i.e., not enough high-quality illumination may not make a marked difference to a class of educable mentally retarded, but it may be intolerable for the class for the sight-impaired. The trainable mentally retarded classes are generally acknowledged to have special needs for ready access to sanitary facilities, and the classes for the emotionally disturbed almost as a must, need a simple space apart to act as a "decompression chamber" where a disturbed child may find temporary refuge and regain his composure if the class milieu becomes overwhelming.

Some teachers strongly advocated little isolation of their groups from regular classes, seemingly to keep their children in touch or help produce socialization, while others favored varying degrees of isolation. Supervisors were of a divided mind about this; a few thought some separation was not only desirable, but absolutely necessary. If the feelings of teachers and supervisors could be encapsuled it would apparently be that Special Education classes should be at least as well housed as regular classes and should be appropriately housed if special provisions were desired.

Basically, those interviewed concluded that Special Education housing needs are just like those of normal classes - only more so. Unfortunately, in some instances Special Education classes were relegated to the poorest housing. In general, Special Education teachers wanted only the type of housing given other classes and if possible, it adapted to meet their particular needs.

MEDIA AND TEACHING MATERIAL

We are reminded that Special Education spells special methodology and techniques, though borrowing heavily from the usual learning situation and its appurtenances. As one supervisor stated, "Teachers realize that what they do in Special Education is more nearly art than science." Almost universally, the teachers freely express their need for better media and material.

We had the distinct impression that in many cases teachers feel that useful tools exist, but they are not able to point out exactly what it is that would be most useful. Whether the material exists or not, the important thing for our search was that both teachers and supervisors placed these items high on their lists of desirable changes. On the other hand, in personal interviews it developed that if a specific piece of equipment or teaching aid was identified and it could be reasonably justified, then some way, from some source, it was usually made available.

Nevertheless, the feeling persists very strongly that there should be a larger armory of weapons available in this fight. Supervisors were eager to know if we knew of anything new in the field, and were apparently quick to exchange news about both materials and techniques. As one supervisor stated, "Give us the tools to do the job and if they don't exist, somebody get busy and develop them!"

EVALUATION

If, as it is so often said, school is the business of children - how about the profit and loss statement for Special Education clientele? Teachers want to know almost more than anyone else - how are we doing? In Special Education it seemed from the responses to our questions that the answer in Special Education seemed obscure. Not only is there some confusion about who can say, but there seems to be some disquietude in arriving at who should say. That is, the ends in view of Special Education from the standpoint of the teacher seem to give some of them pause.

This is not to say that a child who may seem static by regular standards is not making progress in his Special Education class. His progress, for him, in his class, may be very handsome indeed. It seems almost a modest exploration of this idea that what teachers are saying is that some of them have defensive feelings about the fact that their students do not reach plateaus of accomplishment resembling the progress of students in the normal classes, although in the next breath they recognize that this is not the very best measure of a Special Education student.

Supervisors said to us: The ambiguity, if there is any, about ends in view for Special Education classes seems to call for the development, establishment and use of evaluative processes that measure accomplishment in fields other than conventional learning - and of course, they add, this is being done. But the configuration of this process seems not to be well understood by the "regular" teachers. Moreover, the fact that these students have some self-limiting characteristics and that this is implicit in the Special Education setting is not always explicitly understood by administrators and colleagues as something that calls for much reiteration by Special Education teachers and supervisors. Even to colleagues they have to keep telling their story.

Perhaps it is important to note that for Special Education, evaluation must be in the context of attainable goals. In the chapter that follows, we discuss, in some detail, a "feedback" model which could assist to eliminate this problem.

PARENTAL INVOLVEMENT

Teachers want the parents of Special Education students involved in the child's school situation. That truism stated, teachers and supervisors told us, in effect, that as far as school is concerned, they want the parents "on tap, but not on top." Asked the question: "Which would you prefer, a non-cooperating parent (not an un-cooperative parent) or a non-understanding-of-the-school parent?", the teachers and supervisors unanimously chose the non-cooperating or "invisible" parent.

The parent seems to be rare that is totally opposed to the Special Education format, but we are told that when you get one you are apt to have a most serious communication problem. Teachers see the parent-teacher-child relationship as ideally working for one end - the betterment of the child. They expressed to us the very intense need for good rapport with parents, and expressed willingness to do anything that contributed to that rapport. Restated, the problems with parents of children with problems seem to cluster around the lack of understanding on the part of these parents of the totality of Special Education and the particular relation of their child or children to the efforts made for him or them in the school situation. In a nutshell, teachers generally want to know parents better in order to know their children better.

ADMINISTRATIVE SUPPORT

With reference to administrative support, most teachers expressed the feeling that they were generally supported and their program was generally understood. Nevertheless, most of those interviewed, noting the newness of the field, mentioned the need of better understanding. Presumably a part of this expression stemmed from some idea that existing support and understanding might weaken or disappear.

Actually, the term administrative support seemed to mean many different things to teachers. Obviously, most of them thought of supervision as the first line of administrative support, and any particular deficiency in a service or facility was grouped under the convenient heading of "administrative non-support." For example, in one school district housing was not ideal - and this was freely characterized as a lack of administrative support.

Some of the teachers felt that Special Education was in isolation - a part of the school program, but not included in the total educational offerings as planned by the district. In cases where administrative support was recognized as good the teachers seemed to feel - in their expressions to us - that this was tacit recognition of the fact that Special Education in general and this teacher in particular was on the first team - not just on the squad.

Our conversation with teachers would lead us to conclude that broad and continuous administrative support of special education reinforces the feeling of Special Education personnel that they are engaged in a significant and laudable undertaking. In a field as frustrating as Special Education, it could be that this can become a most important factor in good teacher performance.

TRANSPORTATION

A few Special Education teachers and supervisors mentioned the need for some kind (not specified) of transportation for some pupils in their programs.

One teacher mentioned a child in her class for the emotionally disturbed who in order to attend, had to daily make three bus changes enroute to school and three more in returning home. Sometimes he missed a connection and she would worry for an hour or so whether or not he was in difficulty. Though most of his disturbed fellow classmates immensely admired this daily display of savoir faire in being able to negotiate such a trip, he usually arrived drained of immediate energy and it customarily took him several hours to recoup enough vitality to address himself to school affairs.

The transportation newly available for certain mentally retarded students was not viewed as a blessing by two supervisors, although generally reaction was favorable. These supervisors thought that in some cases this would result in a weakeneing of family responsibility, and that was not good. On the other hand, many teachers saw it as being positive, because in some Special Education classes an excuse to stay home (lack of transportation) or any other excuse, would be seized upon and the child would be at best only an intermittent student.

On balance, transportation would appear to be a need for Special Education students in some cases. It might be stated as a question of individual intensity, rather than one of wide prevalence. Thus, it is an area which would benefit from careful study and programming for the staff of the Special Education Division of the Texas Education Agency, since Special Education students may have special transportation needs that must be met.

RECOGNITION

Many teachers seem to plead for understanding - for their children, for their classes, for their efforts and for themselves. They are eclectic in their preference for the sources of this understanding, for seemingly it can come from their children, their parents, administration or from the public. But the most frequently mentioned source, in oral interviews at least, was the desire for understanding from their colleagues who teach regular classes.

There is apparent much reinforcement in the attitude of other teachers that "we know it's not easy and we know you do a good job." This point needs no elaboration.

Another form of recognition that seems to support Special Education teachers is an opportunity to meet with other teachers similarly situated, particularly those teaching in the same area of disability. As one teacher put it, "Of all those who understand, those understand best who are of the craft."

Recognition could take the form of increased pay, and it would be welcome, for after all, that is the way that many teachers, like other persons, keep score. Mentioned most prominently in this connection by the teachers was a ten-month year for pay purposes, or scholarships for further study in the chosen field.

IN-SERVICE TRAINING

Supervisors had much to say about training. Training before assumption of classroom responsibilities must sometimes take place in the school system, even if the teacher is presumably a "finished" person. In general, supervisors felt they needed an on-going in-service training program and not a once-a-year one or two-day orientation for new teachers by Texas Education Agency consultants. "Better training in college, somehow," also echo the supervisors, but they could not delineate specific areas of improvement.

PUPIL APPRAISAL (DIAGNOSTIC FACILITIES)

Almost to a man all interviewees said there was a lack of diagnostic and evaluation resources and/or facilities available to them. The majority felt very deeply that the Texas Education Agency had really shirked its responsibilities in this area. They based their reasoning on the fact that Texas Education Agency has always required an individual diagnostic work up in most areas of Special Education as a means of determining eligibility for placement in a special class. Nevertheless, Texas Education Agency had thrown this problem to local communities or colleges and universities without making necessary provisions to take care of the requirement they placed on the school district.

The interviewees felt that a well-staffed Statewide system of pupil appraisal with a written educational prescription for each handicapped child was needed. These practitioners didn't just want a psychological test administered and a medical diagnosis made. They want an educational diagnosis with a life plan prescription; one that is done by a "team" and can be passed on from teacher to teacher. They were saying, "Don't tell us what is wrong physically or mentally unless you can tell us what to do about it educationally."

NEW CAREER FIELDS IN SPECIAL EDUCATION

Special Education can serve as a model for the projection of new careers. The Special Education teacher's role incorporates a wide range of different activities ranging from the most menial to the most complicated. Certainly much the Special Education teacher does does not require a college education, while some of her most significant work demands training and experience far beyond the training which she acquired in college.

All teachers, supervisors and administrators interviewed expressed a strong feeling of the need to use Master Teachers with qualified helpers and urged this be considered by the Agency. They felt we needed to develop and professionally recognize new career fields in Special Education using non-college and junior college graduates as supportive workers. This approach or proposal is relevant to today's manpower problem and opens new and significant areas of recruitment, leading perhaps to future degree work in Special Education.

Most persons interviewed agreed that Special Education could benefit from a hierarchy of roles - a series of landings to allow for a wider range of persons to function in the field. We would strongly agree with their findings. Therefore, we have included in Appendix IV an example of how, by using the Master Teacher, classroom teacher, assistant teacher, and teacher aide, the school district can increase its Special Education staff and students without increasing the cost to the taxpayer. This example or model is taken from one developed by Dr. Arthur Pearl, Professor of Education, University of Oregon. We offer this plan as a point of discussion and debate on the basic concept of teacher allocation and use relative to non-professional adjunct personnel. Hopefully, from such discussion can come a better plan of action.

TRAINABLE MENTALLY RETARDED

The trainable child (I.Q. 30-50) apparently cannot reach the goal of "living in the community" by education through the traditional method of being assigned to a self-contained classroom unit from age 6 to 21. At least this was the feeling of most interviewees. They expressed a need to change completely our present school room approach to "teaching" to one of "training" for the trainable mentally retarded. Their suggestion was the establishment of a sheltered workshop setting on campus in order to provide an adequate transition from the public school setting to the community facilities being set up by the State Department of Mental Health-Mental Retardation. One of the new facilities will be sheltered workshops which are critical to the eventual movement of these cases into a full or partially-productive economic setting. (Refer to Appendix V for a program design for the trainable mentally retarded in the Waco Independent School District. This redesigned /proposed/ program was submitted to the study research staff by Mrs. Della Whatley, Director of Special Education, Waco Independent School District. We include it here as an example of the type of initiative shown by Special Education teachers and administrators.)

CHAPTER VI

A FEEDBACK MODEL FOR SPECIAL EDUCATION

This section offers a "feedback model" for special education grounded on three fundamental concepts.

The first concept comes primarily from the biological sciences. Biologists find that a common characteristic of all living particles, even the most elementary ones, is the ability to store information and use it for a purpose. It is the foundation on which many postulates of living matter are based.

Many physiologists view the disturbance of an organism's "information loop," of its self-regulation system, as an unmistakable mechanism of disease. Fever, injury, metabolism, endema, heart failure, cancer, even death, are phenomena that can be interpreted and hypotheses formulated on the basis of disturbed homeostasis or misfired self-regulation.

The second concept is that what is true of living organisms can be true also for administrative systems; that hypotheses to explain biological phenomena have validity and meaning for public administration. Organizations are comprised of men and women. They, too, are members of the natural order of life.

Organizations, like organisms, require self-regulating systems if they are to be viable, self-renewing and adaptable to changes in the environment around them. Self-regulation requires an information loop, a feedback for the purpose of control. Despite its essentiality, in creating administrative organizations, feedback is often given secondary attention or relegated to something called an "accounting" department for compliance with law rather than for the sake of living and effective survival. Too often feedback is associated with "correct" spending of appropriated monies, not with the effectiveness of what such spending accomplished.

The third concept is that what is "special" about Special Education makes it a complexity of many variables. The range of individual capabilities and aptitudes among handicapped children denies a "simple" regulatory system. The trouble with "simple" controls is that they have insufficient variety to cope with the variety in the environment. Instead of not going wrong, they cannot go right! Only variety in the control system can deal successfully with variety in the system controlled.

The very diversity of handicapped children compels the exploration of educational modes that might not otherwise be explored. It should be remembered that the problems of a mentally retarded child stimulated the first efforts at measuring intelligence by Alfred Binet; that the telephone resulted from Alexander Graham Bell's attempt to develop a hearing aid for his deaf wife; that the typewriter came from technical research on ways of helping the blind communicate; that observation of cerebral palsied children has taught us a great deal about the functioning of the central nervous system.

Special Education, then, is important to all of us. It deserves something more continuous than a "quickie" Federal grant-in-aid for a crash program, a commando raiding party, or a once-in-awhile management study to "fix it up." In an era of rapid technological change, it deserves a self-regulating system for continuous evaluation and renewal.

Hence, this search for a feedback model for Special Education - a system which permits the policy maker to know what changes need be made, the administrator to ascertain the quality of his administration as measured in effectiveness and the teacher to audit her techniques to ascertain accomplishment with individual students.

SELF-ORGANIZING SYSTEMS

The word "system" implies an inter-connected complex of functionally related components. The effectiveness of each unit depends not so much on its intrinsic merits, as on how it fits into the whole. The effectiveness of the whole system depends on the way each unit functions.

A system becomes self-organizing or self-regulating when cooperative activity is favored, when the payoff is worth the game, when the output justifies the costs of creation and existence. Unlike a game of sport, the "game" of a self-regulating system is never ended. A self-regulating system must always be alive and incomplete. Completion is another name for death.

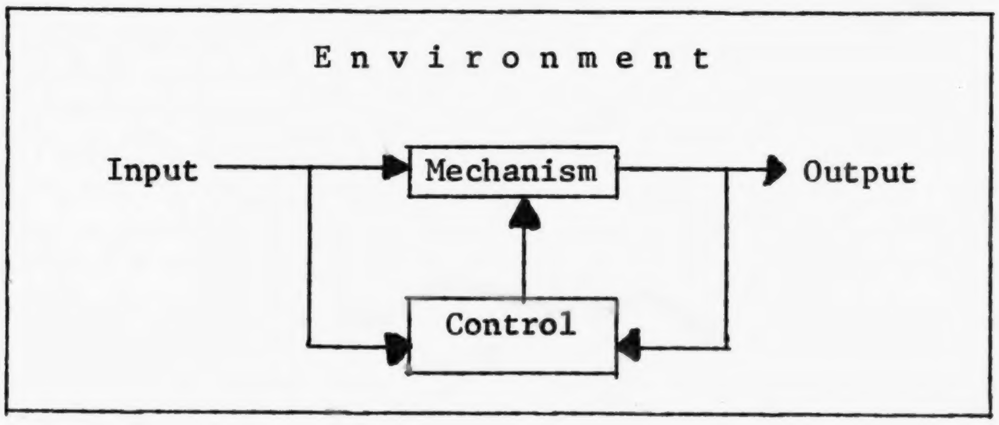
Moreover, the term "self-regulating system" should not be interpreted as only a mechanical contrivance. To be sure, excellent examples of self-regulating systems can be found in mechanical arrangements, such as the heating-cooling system in your home that relies on a thermostat. The point is that your own body has a self-regulating heating-cooling system that is not so mechanical.

Phenomena that are studded by an exact science such as physics, have a deterministic character and may be represented by the application of an exact mathematical formula. We are here dealing with Special Education. No mathematical formula exists which can represent phenomena of an aleatory character so common to public administration. Our search, then, is for a self-regulating system for Special Education that can find the probable in place of the certain.

The point can be restated in the language of the educator. The ability to discover a suitable response to a new environment is the first stage of learning by trial and error. But what, precisely, is involved in that simple truism?

Any self-regulating system has three parts. One is the environment in which the system lives. A second is an arrangement within the system which receives inputs from the environment, and which by means of its outputs, affects that environment. The third is a control which measures some, or all, of the inputs and outputs so as to adjust the system to maximize the favorableness of results.

Diagrammatically, both the simplest and the most complex of self-regulating systems can be represented this way:



If the ability to discover a suitable response to a new environment is the first stage of learning by trial and error, it must also be the first stage of recognition. The ability to choose a suitable response to a familiar environment is tantamount to recognition of that environment.

Recognition has two implications for our search. One is the capacity of memory, or the ability to remember. The other is a facility to screen out the irrelevant features of the environment, and to admit only the relevant features that stimulate an appropriate response. It is an essential element of the "Control" box shown in the preceding diagram.

For example, biologists who find that the ability to store information is a characteristic of the most elementary living particles, schematically depict the memory function this way:

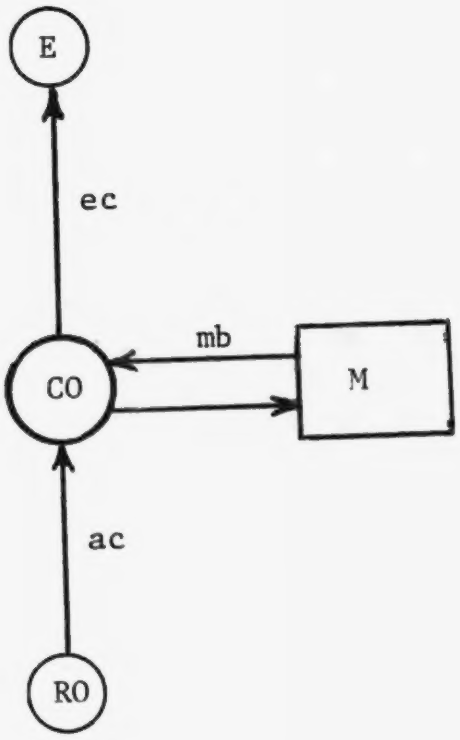


Figure 11. Scheme of the memory function.
E: effector; ec: efferent channel; CO: control organ; mb: memory bridges; M: memory; ac: afferent channel; RO: reception organ.

"Messages" arriving at the reception organ depicted in the bottom circle are transmitted through an afferent channel to an organ of control equipped with the ability to decide. The control organ is connected with memory, which supplies it with identification data about the information or "messages" that have been received. The control organ may choose not to decide. If the incoming information is significant and a decision is made, orders it deems appropriate are sent through an efferent channel to the effectors; the organism reacts or adjusts.

Both diagrams are helpful in emphasizing the importance of information loops. They are essential to self-regulation, whether one is thinking about the control of an entire organism or system, or about only one of its constitutuent parts. Whether in machines, living organisms, or other kinds of organizations, self-regulation is effected by means of feedbacks. The information or communications system is the sine qua non of self-regulation. From the viewpoint of information theory, an organization is any system capable of receiving and transforming information coming in from its environment, for the purpose of reaching a determined goal.

A COMMUNICATIONS SYSTEM FOR SPECIAL EDUCATION

If the preceding hypothesis is valid, one must begin by setting goals for Special Education.

That may annoy or even dismay many educators. For some of them, stating goals is only a kind of lip service before embarking on a previously determined course of action. For others, it is only an academic exercise necessary for a grant application, or possibly for an accreditation procedure. For still others, setting goals is something vaguely associated with that planning effort that is forever taking staff away from work that needs to be done.

But for this effort to build a feedback model for Special Education, setting goals is essential. Without them, there is nothing for the information to relate to. What the goals are is not nearly as important as their being. The reader may suggest goals more acceptable than the ones stated here. They might even be arbitrary; however, it would be of small consequence. Because if our feedback model is viable, if the self-regulating system is operable, incoming information will modify or correct the realizable goals. What is important is to have a place to start. Entirely in that spirit it is suggested that within the limits of the capabilities of each individual handicapped child, the goals of Special Education be to develop:

- Social Adjustment.
- Intellectual Alertness.
- Ability to Read and to Compute Accurately.
- Ability to Find, Analyze, and to Solve Problems.
- Creative Aptitudes Within the Arts.
- The Skills of Working Cooperatively With Other Persons.
- Competency in Citizenship.

Close examination of that starting set of goals will disclose a certain glibness, a flavor of generality, in the introductory phrase. What, precisely, is meant by "within the limits of the capabilities of each individual handicapped child?" The meaning needs refinement and greater specificity.

When one considers the infinite variety of people and capabilities in humankind, as well as the infinite variety of viewpoints in our society that categorize different sets of characteristics as "handicaps," at least two specifics must be refined out of the generalized phrase.

One is that the self-regulating system designed for Special Education must be a system for "systems." It must encompass a variety of programs that match the variety in its pupil-clientele. It must avoid singularity, both in content and in place.

The second specific which the generalized phrase signifies is that the output of Special Education - the end results - also must be varied to match the range of what is realistically possible. Currently, most of the effort expended in Texas upon Special Education results in only one of two consequences: the ability of the handicapped person to be self-reliant in normal community living, or he is relegated to institutional care. Within the range of those two consequences, there are insufficient intermediate points.

In the light of the stated set of goals, then, it is recommended that the Central Education Agency seek the range of Special Education services and consequences shown in the diagram that follows.

The horizontal rectangles indicate the variety of Special Education services or programs that are recommended. At the left on Page 90 the square-like rectangles depict the "realistic possibles" - the end results, that range from self-dependence through foster homes, half-way houses, sheltered workshops, and sub-cultures, to institutional care. (Please note we have not intended to be all inclusive.)

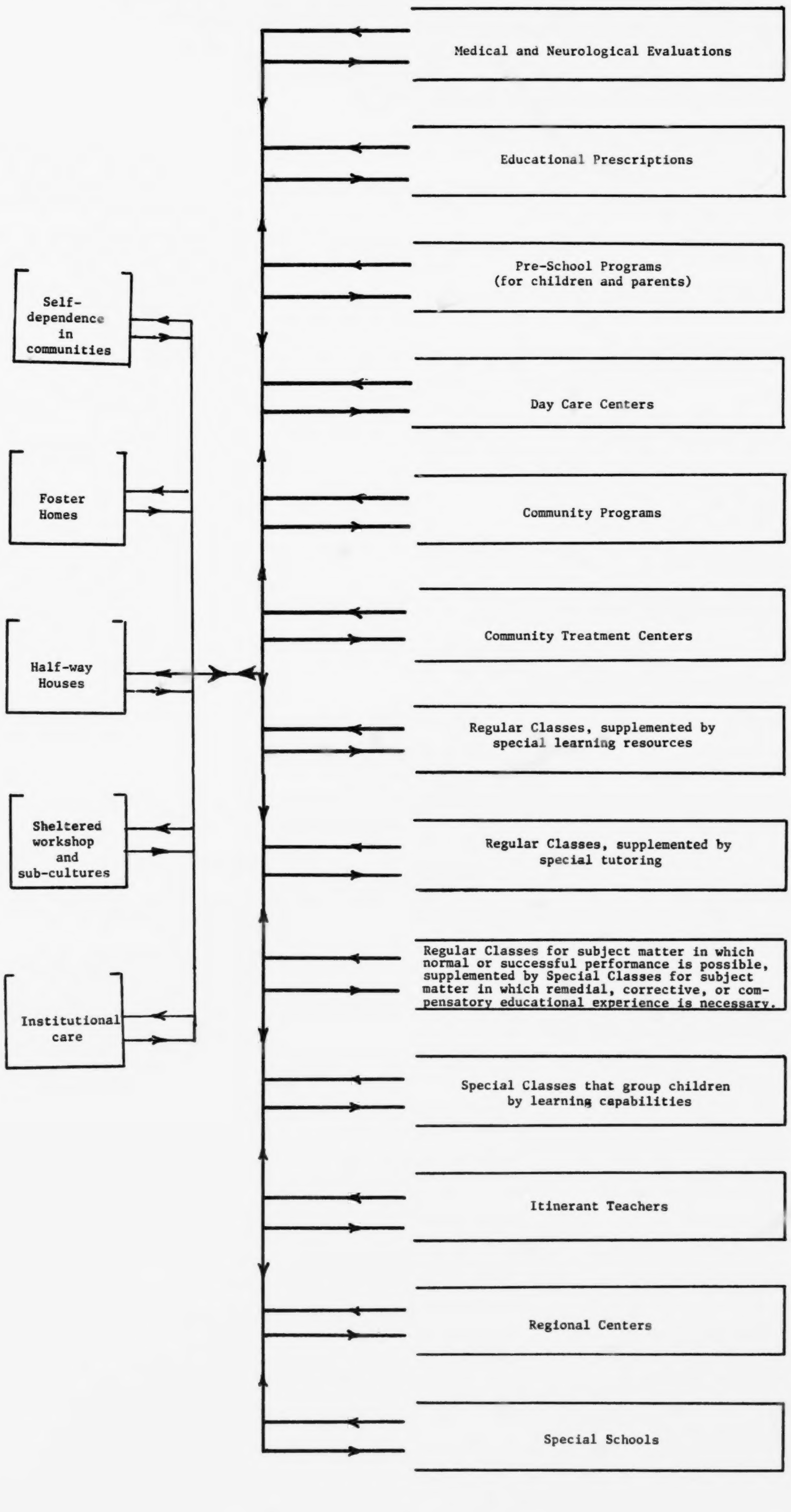


DIAGRAM OF SPECIAL EDUCATION SERVICES

Medical and Neurological Evaluations
Educational Prescriptions
Pre-School Programs (for children and parents)
Day Care Centers
Community Programs
Community Treatment Centers
Regular Classes, supplemented by special learning resources
Regular Classes, supplemented by special tutoring
Regular Classes for subject matter in which normal or successful performance is possible, supplemented by Special Classes for subject matter in which remedial, corrective, or compensatory educational experience is necessary.
Special Classes that group children by learning capabilities
Itinerant Teachers
Regional Centers
Special Schools
Self-dependence in communities
Foster Homes
Half-way Houses
Sheltered workshop and sub-cultures
Institutional care

Neither that array of end results, nor the program leading to them are closed compartments. The diagram is intended to portray mobility of pupil-clients. The most suitable program for a handicapped child will depend upon his capabilities, his response to educational treatment, and perhaps even his place of residence, at a particular time. Hopefully, our understanding of learning processes and our technologies for them may some day reach a point where the movement of students out of institutions will be as large as the intake. In this respect we can copy some of the successful programs now in use in such states as California.

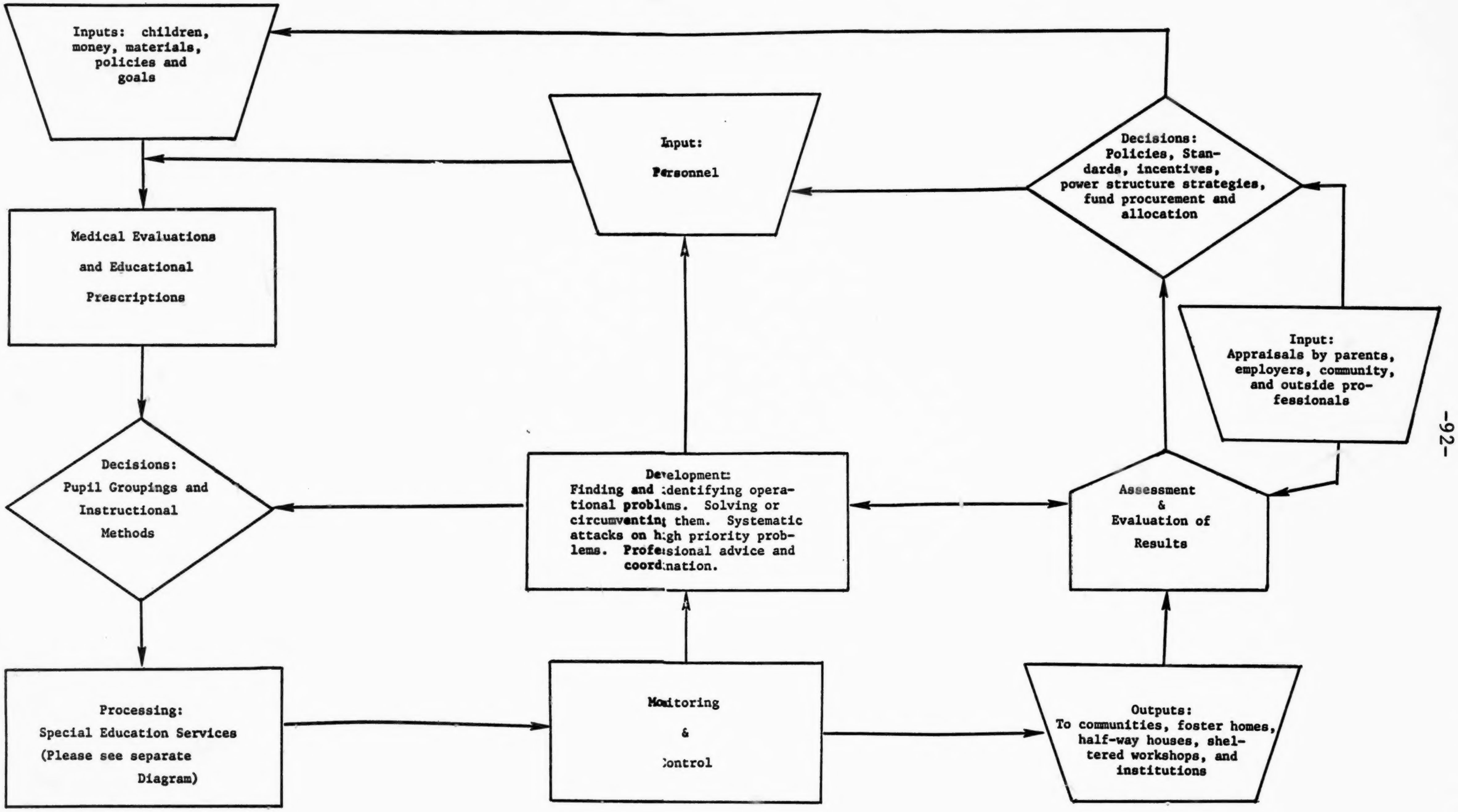
With a starting set of goals, an array of educational treatment programs, and a range of consequences in hand, we may now attempt a communication system - an information feedback loop - for a Special Education self-regulating system. The recommendations are shown in gross diagram on the following page.

The proposed information loop starts with certain inputs: handicapped children, money, Special Education materials and learning resources, policies and goals stated by the Central Education Agency.

To those are added another kind of input: personnel to staff the programs. Many of these will come from teacher-preparation programs in colleges and universities. Some will come from a public school's own staff. Others will come from the community at large, including the medical profession.

Next major step in the information loop is pupil appraisals, beginning with medical evaluations that include the nature of the handicap plus the

GROSS DIAGRAM OF COMMUNICATIONS SYSTEM FOR SPECIAL EDUCATION


Inputs: children, money, materials, policies and goals
Input: Personnel
Decisions: Policies, Standards, incentives, power structure strategies, fund procurement and allocation
Medical Evaluations and Educational Prescriptions
Input: Appraisals by parents, employers, community, and outside professionals
Decisions: Pupil Groupings and Instructional Methods
Development: Finding and identifying operational problems. Solving or circumventing them. Systematic attacks on high priority problems. Professional advice and coordination.
Assessment & Evaluation of Results
Processing: Special Education Services (Please see separate Diagram)
Monitoring & Control
Outputs: To communities, foster homes, half-way houses, sheltered workshops, and institutions

sensory and cognitive capabilities of the pupil, and culminating in educational prescriptions. These must be accomplished by an interdisciplinary "team" approach, including diagnostic teachers or their equivalent.

Pupil appraisal should not be regarded as a one-time incident in the educational treatment of the handicapped child. Diagnosis and appraisal are a continuing process. Identification and evaluation is an essential point of beginning. But it is recommended that all children admitted to any kind of educational treatment be re-evaluated at least every six months. In addition to these minimal re-evaluations, reassessment of particular pupils should be made upon referrals initiated by their teachers for stated reasons.

With pupil appraisals and educational prescriptions available, decisions can next be made on the groupings of pupils who "learn alike" at approximately the same levels of difficulty, and the instructional methods most suitable for each group. It is at this point the system contains its greatest opportunity to surmount the "labels," the pigeon-holing of children, that blemishes current Special Education practices in Texas and the nation. At this point critical decisions also are made respecting the involvement and training of parents.

With those decisions made, educational treatment begins. The term "Processing: Special Education Services" actually refers to those listed in the Diagram of Special Education Services beginning with Pre-School Programs and extending through Special Schools.

Governments have a habit of providing money for the Special Education of handicapped children by kinds of handicaps. The most convenient categories for making appropriations, however, are seldom the most effective groupings for educational treatments. This dichotomy imposes the need for a "Monitoring and Control" point in the information loop to identify and report what is done in educational treatments, for what kinds of handicapped children, at what costs, and with what results.

Monitoring and Control also serves as the "gatekeeper" for students leaving the public schools. Where did they go in the range of outputs, and for what reasons? It also serves as input to the "Developmental" stage of the information loop. Problems in educational treatment must be found and identified before they can be solved. The inputs from Monitoring and Control also provide Development with the raw data for revamping priorities in the use of resources so as to optimize returns. Development provides the professional advice and coordination for improving the preparation of personnel equipped with the skills actually needed in educational prescriptions and treatments.

Development will provide inputs for Assessment and Evaluation of Results, as well as being influenced by such assessments and evaluations. Essentially, Development is concerned with inventing and designing better solutions to problems in teaching-learning situations.

Assessment and Evaluation of Results must look beyond educational achievement measures. It must be concerned also with the discovery of cause-and-effect relationships, with the evaluation of alternatives, with cost-benefit ratios, and with modes of improving decision-making.

Currently, Special Education in Texas is usually evaluated by observation. It is a widely-accepted method. A woman prefers this dress over that; a man prefers this make of automobile to that. A teacher "observes" that a handicapped pupil is operating successfully at a higher knowledge level. A teacher "believes" she benefited from the workshop on new instructional methods. Experience is wrapped up in such evaluative observations. But so is personal bias. Special Education is too important to be evaluated solely by that method.

The diagram emphasizes a separate "input" into the informational system from outside sources. Four key elements in that society "outside" the public school system are suggested by the diagram: other professional persons, whether they be neurologists, psychologists, or educators; parents, who often have the most continuous and closest vantage point for appraisals; employers of handicapped persons; and the community.

It is emphasized that the information loop is designed to facilitate change. Change is a common word in every-day use. Precisely what does it mean? Anthropologists define change as a reformulation of human behavior. The opposite of reformulating human behavior is persistence in behaving as we've always done - in the maintenance of the status quo. Thus, change and persistence are reciprocals of the same phenomena of cultural dynamics.

It is important to observe that in most of human history civilization has emphasized persistence and stability rather than change. Notice that many of the great religions of the world conditioned man to accept his fate. Opportunities for change occurred so slowly that a man could do little to change his existence in a single lifetime.

The technological revolution and mass education are revising all that. Most men are now persuaded that change is better than persistence. Our cultural value system is undergoing a radical revision.

It is precisely for that reason that the selection of goals for Special Education earlier in this inquiry was regarded as important only as a starting point. Most any set of goals would do. Because the goals set today are unlikely to be the most appropriate goals a year from today. The communications system is designed to compare results with stated goals, and to modify continuously the goals and the educational treatments in keeping with the changes in our cultural value system.

Such comparisons and modifications are the essential task of decision-making on policies, standards, incentives, and the strategies for continuous renewal.

Relying on the assessment and evaluation of results internal to the self-regulating system, and the stimuli from the external environment through outside appraisals, the system modifies its behavior. The information loop is closed.

Finally, any critical analysis of this effort to propose a self-regulating system for Special Education will be well served by a note on organizational aspects in the traditional sense of "organization." It will be noted that this effort has proceeded from information theory, rather than from a theory of organization which often leads to rigid constraints that reflect the bias of the observer.

The effort has been concerned with dynamics, rather than with the concept of organization. The two are essentially independent. Organization exists principally in the eye of the beholder, in the viewpoint of the analyst. Thus, two analysts may study the same system, such as a hive of bees. One analyst may see the hive of bees as an interaction of 50,000 bee-parts, and conclude that the bees are "organized." The second analyst may observe whole states of activity, such as swarming, and see no organization.

The reader is hereby warned, therefore, that organizational aspects may vary simply by changing the observer's viewpoint. With that warning clearly in mind, it can now be suggested that the proposed communications system for Special Education may have useful implications for organization.

The vertical tier of operations on the left-hand side of the diagram appear to lie primarily in the sphere of public school districts. They receive the inputs into the self-regulating system. They provide or obtain the medical evaluations and educational prescriptions. Considerations of geography, the scarcity of qualified professionals, and the importance of an interdisciplinary "mix" for achieving educational prescriptions, might sometimes make it more practicable to obtain pupil appraisals from a central point, such as a regional office.

But the responsibility for obtaining them seems to lie with the school district. It also decides on pupil groupings, the selection of instructional methods, and undertakes the educational treatments.

By contrast, the middle tier of activities in the communications diagram appear to lie particularly in the province of regional office or service centers of the Central Education Agency. Whether one thinks of the State's galaxy of higher education agencies, or of the array of private colleges and universities, both are plainly too widely separated in a state the size of Texas ever to be greatly influenced from some remote central point such as Austin.

Meaningful interactions between educational treatments and teacher preparations in colleges and universities are more likely to occur on a regional basis. Similarly, the provision of professional advice and coordination, the identification and solution of operational problems, and monitoring and control of the self-regulating system, will occur more efficiently and effectively if provided by competent staffs attached to regional service centers.

The phases in the information loop depicted on the extreme right-hand side of the diagram, however, appear to lie more squarely in the province of a central headquarters office. If true, the assignment of such responsibilities will radically change the present function, and the present staffing, of the Special Education Division within the Central Education Agency. That radical change, however, seems justified and essential to the viability of the self-regulating system.

Even if valid from a particular point of view, the organizational implications are only accidental by-products. Essentially, the effort to propose a feedback model proceeded from a search for a new method of thinking that would lead from the singular viewpoint (deaf, or blind, or MBI children) to a system of thinking; and from system to an arrangement for systems that is synthesis; and from synthesis to metamorphosis or a continuing feedback and forward-flow of integrated thought and action to deal with continuing changes at all levels.

APPENDIX I

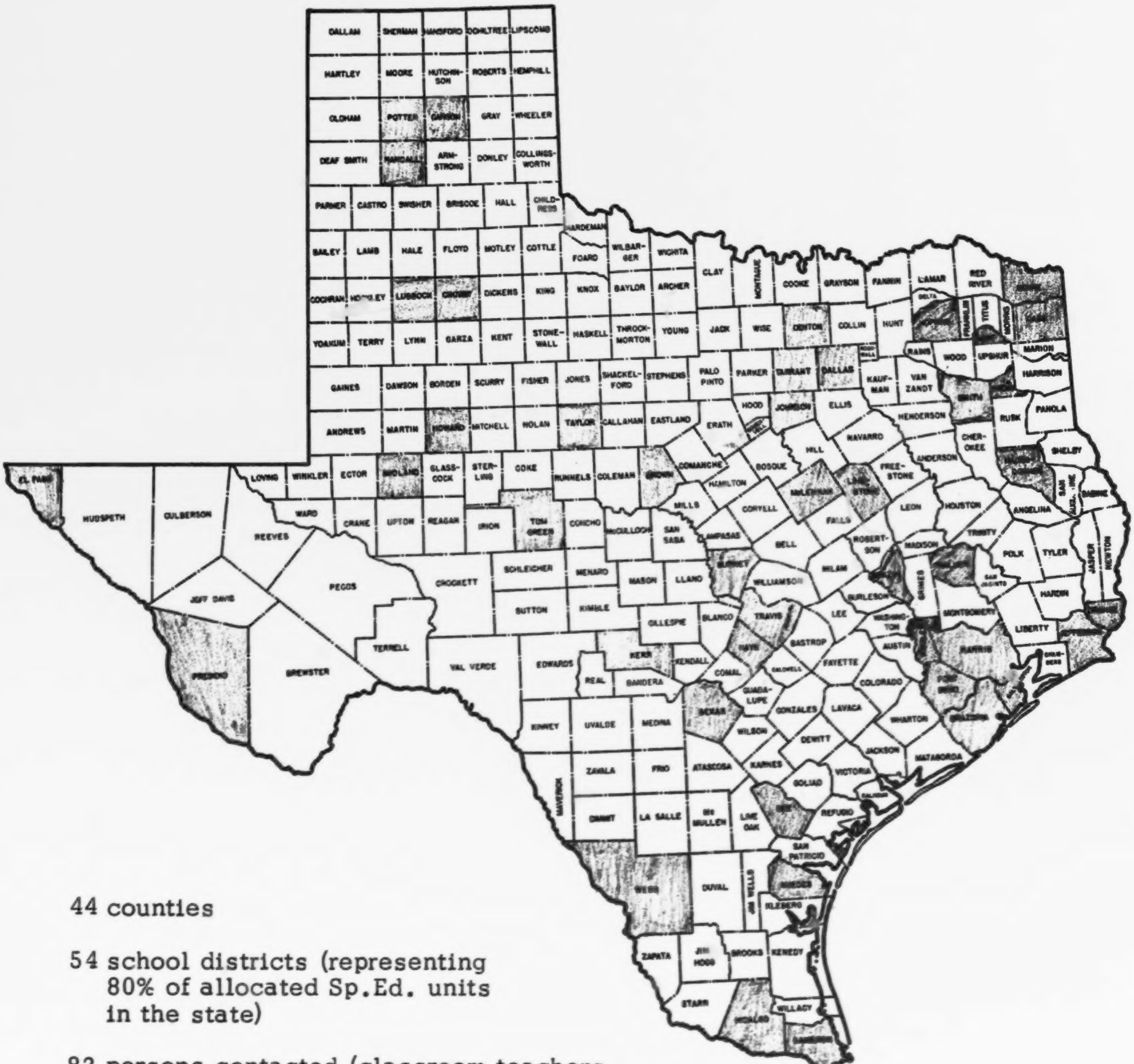
PERSONS INTERVIEWED

Eighty-two persons working in the field of Special Education - classroom teachers, coordinators, supervisors, superintendents, and college professors of Special Education courses - responded to a questionnaire which was mailed to them or were personally contacted during the course of the field research phase of this study effort. This does not include others interviewed on other phases of the research or those who participated from out-of-State.

Dr. Mildred Abshier, Freeport
Dr. Carol Anderson, Canyon
Dr. Aaron Armfield, Commerce
Dr. Noble Armstrong, Prairie View
Mrs. Eva T. Atlas, Orange
Dr. Dorothy Bell, Fort Worth
Mrs. Lanelle Boldt, Tyler
Mrs. Juanita Bone, Texarkana
Mrs. Etta Holt Brown, Fort Worth
Dr. Frank Bowles, Austin
Miss Maxine Cannon, Beeville
Dr. Charles P. Carney, Houston
Charles E. Carpenter, Rosenberg
Claude W. Cheek, Beaumont
Dr. Ima Clevenger, Abilene
Dr. Bennett Cooksey, Nacogdoches
Mrs. Lillian Crowder, Lorenzo
Dr. Verna Mae Crutchfield, San Angelo
Mrs. Florene Currin, Abilene
B. G. Davenport, Kerrville
Mrs. Helen Dedeaux, Houston
Mrs. Olga Dominguez, San Marcos
Mrs. Joanna Dornberger, Austin
Avery Downing, Waco
Joe Ellis, Galveston
Dr. Frances Elmer, Huntsville
Mrs. Olivee Eskridge, Austin
Mrs. Ruby M. Evans, Waco
Mrs. Sarah M. Everett, Marfa
Mrs. Tommye Frye, Pasadena
Dr. Stanley Fudell, Lubbock
Mrs. Tina M. Fulcher, Stephenville
Mrs. Marie Gabriel, San Angelo
Porter Garner, Laredo
Mrs. Helen Golf, Amarillo
Mrs. June Grant, San Antonio
Dr. Peggy Harrison, Dallas
Dr. Bernard Hartman, Nacogdoches
Mrs. Dorothy Haskins, Mexia
Mrs. Gloria F. Hodges, Atlanta
Dr. William Ickes, Lubbock
Dr. Willard Jacquot, Denton
Mrs. Mary Jernigan, Bryan
Mrs. Lee Kirkwood, Austin
Mrs. Gertrude Lake, Edinburg
Mrs. Ellen Lane, Houston
Larry Marshman, Midland
Mrs. Velma Martin, Brownwoo
Dr. Charles Mathews, Longview
Mack McKenty, Galena Park
Jack McNutt, El Paso
Mrs. Yvonne Messler, Denton
Lydiabeth Moerner, San Antonio
Dr. Alfred H. Moore, Houston
Mrs. Mattie Moran, El Paso
Mrs. Eva Jewel Mosley, Pittsburg
Mrs. Mary Newell, Big Spring
Dr. J. S. Nicoll, El Paso
Mrs. Katherine Odum, Beaumont
Mrs. Flora Pockrus, Corpus Christi
W. T. Puryear, Dallas
Robert Radius, Brownsville
Billy Reagan, San Antonio
Dr. Paul Roosevelt, Commerce
Dr. Don Ryan, Denton
Mrs. Evelyn Sandner, Burnet
Bettye Shepherd, Texas City
Calvin Snyder, McAllen
Preston Stephens, San Antonio
Mrs. Minnie A. Suo, Fort Worth
Mrs. Mary Thibodeaux, Panhandle
Bob Thomas, San Marcos
Mrs. Elois Thorn, Galveston
Mrs. Ruth Turner, Dallas
Mrs. Mary Underwood, Big Spring
Mrs. Mary Wagley, Beaumont
Dr. Ernest O. Watkins, Denton
Mrs. Venedia Watkins, Longview
Ben J. Williams, Corpus Christi
Billy Williams, Abilene
Dr. H. H. Williams, Beaumont
Bill Young, Houston

APPENDIX II

GEOGRAPHICAL DISTRIBUTION OF PERSONS CONTACTED


DALLAM
SHERMAN
HANSFORD
OCHILTREE
LIPSCOMB
HARTLEY
MOORE
HUTCHINSON
ROBERTS
HEMPHILL
OLDHAM
POTTER
CARSON
GRAY
WHEELER
DEAF SMITH
RANDALL
ARMSTRONG
DONLEY
COLLINGSWORTH
PARMER
CASTRO
SWISHER
BRISCOE
HALL
CHILDRESS
BAILEY
LAMB
HALE
FLOYD
MOTLEY
COTTLE
HARDEMAN
FOARD
WILBARGER
WICHITA
CLAY
MONTAGUE
COOKE
GRAYSON
FANNIN
LAMAR
RED RIVER
COCHRAN
HOCKLEY
LUBBOCK
CROSBY
DICKENS
KING
KNOX
BAYLOR
ARCHER
DELTA
FRANKLIN
TITUS
MORRIS
YOAKUM
TERRY
LYNN
GARZA
KENT
STONEWALL
HASKELL
THROCKMORTON
YOUNG
JACK
WISE
DENTON
COLLIN
HUNT
ROCKWALL
RAINS
WOOD
UPSHUR
MARION
GAINES
DAWSON
BORDEN
SCURRY
FISHER
JONES
SHACKELFORD
STEPHENS
PALO PINTO
PARKER
TARRANT
DALLAS
KAUFMAN
VAN ZANDT
SMITH
HARRISON
ANDREWS
MARTIN
HOWARD
MITCHELL
NOLAN
TAYLOR
CALLAHAN
EASTLAND
ERATH
HOOD
JOHNSON
ELLIS
HENDERSON
RUSK
PANOLA
CHEROKEE
SHELBY
EL PASO
LOVING
WINKLER
ECTOR
MIDLAND
GLASSCOCK
STERLING
COKE
RUNNELS
COLEMAN
BROWN
COMANCHE
HAMILTON
BOSQUE
HILL
NAVARRO
FREESTONE
ANDERSON
HUDSPETH
CULBERSON
WARD
CRANE
UPTON
REAGAN
IRION
TOM GREEN
CONCHO
McCULLOCH
MILLS
CORYELL
McLENNAN
LIMESTONE
FALLS
LEON
HOUSTON
ANGELINA
SAN AUGUSTINE
SABINE
REEVES
SAN SABA
LAMPASAS
BELL
ROBERTSON
MADISON
TRINITY
POLK
TYLER
JASPER
NEWTON
JEFF DAVIS
PECOS
CROCKETT
SCHLEICHER
MENARD
MASON
LLANO
BURNET
WILLIAMSON
MILAM
BRAZOS
GRIMES
WALKER
SAN JACINTO
HARDIN
PRESIDIO
BREWSTER
TERRELL
SUTTON
KIMBLE
GILLESPIE
BLANCO
TRAVIS
LEE
BURLESON
WASHINGTON
MONTGOMERY
LIBERTY
ORANGE
JEFFERSON
VAL VERDE
EDWARDS
REAL
KERR
KENDALL
COMAL
HAYS
BASTROP
CALDWELL
FAYETTE
AUSTIN
WALLER
HARRIS
CHAMBERS
BANDERA
GUADALUPE
COLORADO
FORT BEND
GALVESTON
KINNEY
UVALDE
MEDINA
BEXAR
GONZALES
LAVACA
WHARTON
BRAZORIA
WILSON
DEWITT
JACKSON
MATAGORDA
MAVERICK
ZAVALA
FRIO
ATASCOSA
KARNES
GOLIAD
VICTORIA
CALHOUN
DIMMIT
LA SALLE
McMULLEN
LIVE OAK
BEE
REFUGIO
ARANSAS
SAN PATRICIO
WEBB
DUVAL
JIM WELLS
NUECES
KLEBERG
ZAPATA
JIM HOGG
BROOKS
KENEDY
STARR
HIDALGO
WILLACY
CAMERON

44 counties

54 school districts (representing 80% of allocated Sp.Ed. units in the state)

82 persons contacted (classroom teachers, coordinators, supervisors, superintendents, and college professors of Sp.Ed. courses)

APPENDIX III

MAJOR CONCERNS FROM THE FIELD AS EXPRESSED BY INTERVIEWEES AND RESPONDENTS DURING COURSE OF FIELD RESEARCH[1]

Evaluation and diagnostic services

Need for curriculum materials, equipment, and State adopted and issued textbooks

Lack of trained (certified) teachers

Lack of understanding from regular teachers

Salary scale in relation to regular teachers

Classes are too large for effective teaching

Formula for forming a class or transportation to other districts or combination of classes

A "functional program approach" to financing (funding) Special Education rather than present unit system

Assistance from Texas Education Agency has not been too helpful - better use of consultants - decentralized staff

Lack of support from school administrators and community

Method of certification is weak - needs to be restudied carefully

Inadequate college curriculum offered and required for certification

Special Education area lacking most: minimally brain injured and emotionally disturbed

Regional Service Centers - how will they help teachers and pupils?

Lack of Special Education classes for potential students

Master teacher - teaching assistants - teacher aides

Need for physical education program for all Special Education students

Pre-school programs for all areas of Special Education

Restudy the objectives for trainable mentally retarded

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[1] Note, it was not possible to structure this list with a priority sequence.

APPENDIX IV

MODELS FOR PROJECTION OF NEW CAREERS IN SPECIAL EDUCATION

MASTER TEACHER

Prerequisite:	M.A. in Special Education; three years of service as a classroom Special Education teacher and certain units of college work in consultation, supervision, and content specialization.
Duties:	Working with teachers, teaching assistants and teacher aides; consultation to lower echelon staff; supervision and specialist in certain areas; conduct on-going in-service training programs and administration.
Post-Service Training:	Continuation of program with goal of further development leading to doctoral degree.
Promotional Opportunities:	Opportunity to advance to local, State or national structures.
Salary:	$7,500 to $9,500

TEACHER

Prerequisite:	Four years of college work; Bachelor degree and appropriate certification in an area of specialization.
Duties:	Classroom instruction, senior member of teaching team, supervision of Aide and Assistant.
Post-Service Training:	Continuation of in-service training courses and additional college work (education theory, further sophistication in content areas - consultation and supervision)
Promotional Opportunities:	Eligible for Master Teacher on completion of prerequisites.
Salary:	$6,000 - $8,000

TEACHING ASSISTANT

Prerequisite:	Two years of appropriate junior college work* or five years as Aide and a specified structured in-service training program (or a Bachelor degree and working on certification in a specific disability area).
Duties:	Assisting teacher or master teacher in the classroom, conducting small groups, supervising teacher aide. Intermediate member of teaching team.
Post-Service Training:	Continuation of in-service training courses and college work (further sophistication in content areas).
Promotional Opportunities:	Eligibility for Teaching Assistant II. Must complete a 4-year college curriculum in order to be promoted to Teacher.
Salary:	Assistant I - $4,000 to $5,200 Assistant II - $5,000 to $7,000

TEACHER AIDE

Prerequisite:	High school graduate with three to six weeks of in-service training.
Duties:	Clerical functions, supervisor of hallways, lunchroom and playground, homework helper, laboratory aide, library aide, audio-visual operator and other non-teaching functions. Junior member of teaching team.
Post Service Training:	Training on the job. Supportive theory and content courses in evenings and summer for Junior College credit.
Promotional Opportunities:	Eligibility for teaching assistant if prerequisites are met, or with five years of service as teacher aide.
Salary:	Aide I - $2,500 to $3,500 Aide II - $3,200 to $4,500

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*This would be a special Junior College course curriculum specifically designed as a terminal program preparing teaching assistants.

By establishing such functioning levels we are allowing certain people to teach (work) while learning. In other words, there can be meaningful integration of theory and practice. Training can deal specifically with problems that are confronted in "live" situations.

This kind of organization of the teaching function would actually allow for more people to teach without increasing the expense to the taxpayer. The chart below indicates (as an example) how this can be accomplished.

COMPARISON OF COST OF TWO SYSTEMS OF SPECIAL EDUCATION PROGRAMMING IF REIMBURSEMENT (FUNDING) BY THE STATE IS ON A TEACHER-UNIT BASIS

Present System				System #2			
Role	No.	Rate	Salaries	Role	No.	Rate	Salaries
Sp. Ed. Teacher (Unit Basis)	100	$6500	$650,000	Master Teacher	10	$8500	$ 85,000
				Teacher	40	7000	280,000
				Teaching Asst.	40	4500	180,000
				Teacher Aide	35	3000	105,000
TOTAL	100		$650,000	TOTAL	125		$650,000

By using the Master Teacher plan with supporting personnel we are actually adding 25% more manpower. Averaging 14 pupils per unit under present plan 100 teachers will serve 1400 pupils. By using Master Teacher plan (assuming the Master Teacher did not have a class), System #2 would serve 1610 pupils or 210 more pupils than present system serves.

Once again we wish to emphasize the concepts, salary levels and terminology presented in Appendix IV are intended to guide more thinking on what we feel is a complicated problem that must be resolved in the evolutionary development of adequate staffing for the Special Education classes of today and in the future. The present approach cannot, we feel, sustain the demands that will be placed upon it, either in numbers or quality of personnel.

APPENDIX V

A PROPOSED (NEW) PROGRAM FOR TRAINABLE MENTALLY RETARDED STUDENTS IN THE WACO INDEPENDENT SCHOOL DISTRICT

The drawing attached to this Appendix represents the proposed physical facility needed to initiate and develop a program for the older trainable mentally retarded students at Jefferson Special School, Waco, Texas.

At present there are approximately 100 students enrolled at Jefferson ranging in age from 6 to 21 years. These students are divided into seven classes. Each group has one classroom teacher whose instruction is supplemented daily by the teacher-coordinator for a twenty-minute lesson in oral communication. Each group receives bi-weekly instruction in music and one weekly lesson from a speech therapist.

The functional academic needs of the trainable mentally retarded students are being met. There is, however, a serious need for instruction of a non-academic nature, especially for the development of skills that could be used in a sheltered workshop program when the student completes his public school education. The first step toward meeting this need would be the construction of a specialized type of building.

The supervisor of new construction for the Waco Independent School District has consulted with the staff of the Special Education Division in designing a building that could be placed on the extreme east side of the Jefferson playground. He is well acquainted with both the instructional program now being conducted at Jefferson and with the physical plant as it now exists. He is also cognizant of the abilities and limitations of the students involved. He spent some time in consultation ascertaining the objectives of the proposed educational program that could be developed in a pre-workshop training program.

The recommendation is that the building be constructed of pre-cast concrete walls, with a minimum of windows. Indirect lighting (100 candle watt), air conditioning, ceiling heating, and indoor-outdoor carpeting are additional features of construction which are recommended for comfort, beauty, and reduction of distractions which is essential in working with retarded students. These features would also enable the building to be utilized year round - a concept which must be embodied more and more in the Special Education program.

The work bench and storage area across one wall includes two sink units. The four work tables are movable and could be arranged in a long assembly line or in various groupings. Folding partitions would allow the room to be divided so that it could be used with groups of various sizes. The building would serve as a multi-purpose facility. The large space would be a workroom or a visual aids room for the entire group. It could be used for an assembly. It would be possible, however, to use one portion for a workroom while another part was being used for instruction. The large room could also be used for a very comprehensive physical education program which is badly needed by these students.

The building could also be used for recreational activities for the trainable students, both during and after school hours. These activities would provide opportunity for developing the social skills that have been frequently neglected in the older trainable mentally retarded students.

The program could be developed with a minimum of additional personnel. If two classroom teachers now working with the trainable students had the assistance of one paid aide plus volunteer aides as they could be secured, they could develop a totally different and vastly more practical program. If the three paid employees could be assigned on a twelve month basis, a summer program could be initiated which would be instructional, recreational and social in design. The flexibility of grouping provided in the physical facility with the additional services of even one paid aide would afford the opportunity of working with individuals, one large group, several small groups, or various combinations thereof.

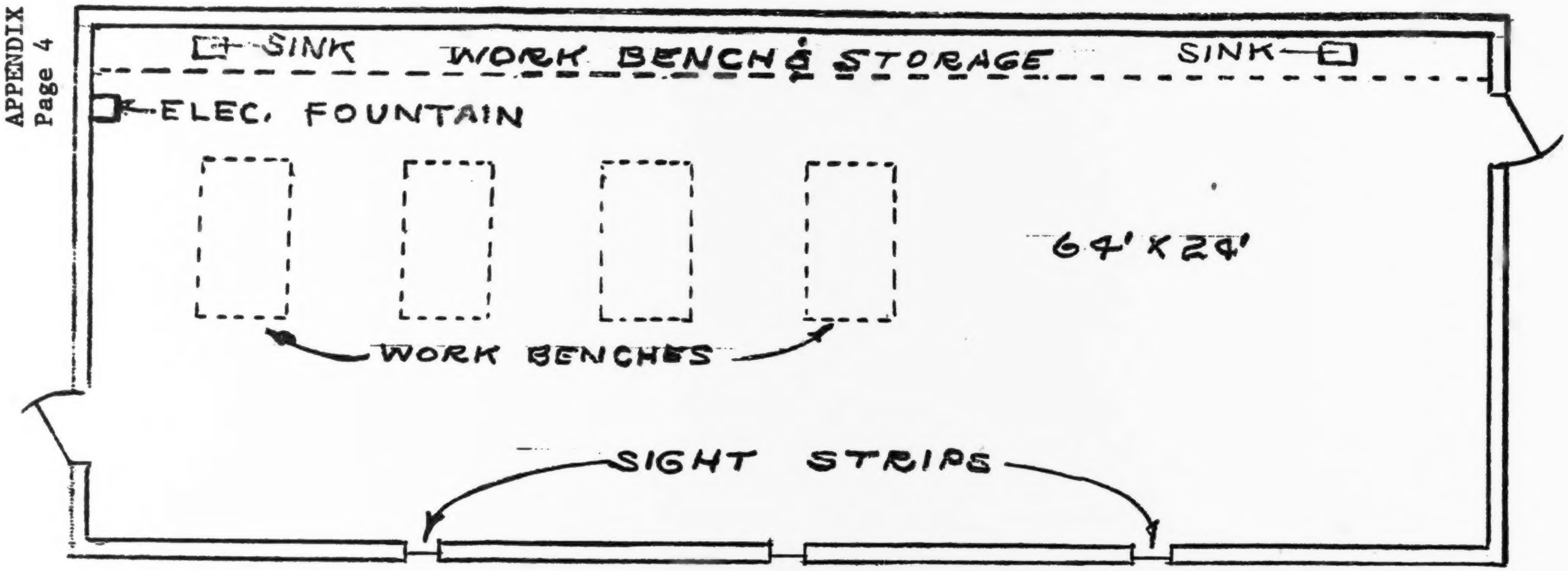
The entire program for the trainable mentally retarded could be oriented toward productive performance in a community sheltered workshop. Young trainable students would be introduced to the workshop setting for short periods of time with specific assignments. In this way, even the six year old would become familiar with an environment in which he could ultimately be placed.

The amount of time spent in the training facility would be gradually extended for all students as they advanced through the school program. The older students would spend the main portion of the school day in a supervised training program and individual performance could be carefully evaluated. When any trainable student had matured sufficiently and had developed the necessary skills to participate in a community workshop, or when he reached the maximum age for school attendance, he could be transferred to that type program. The ultimate goal of the trainable program would be development of skills necessary to function in a sheltered workshop, in the setting of a half-way house, or in some instances, in the community itself.

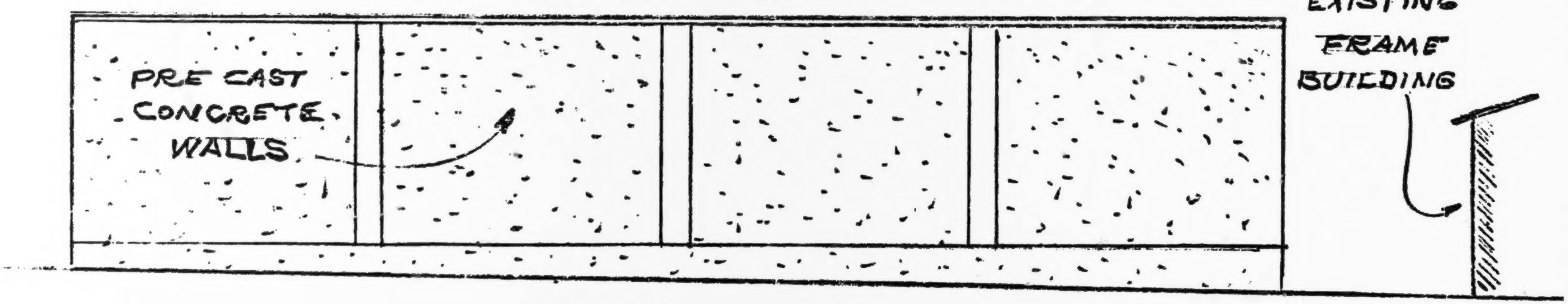
This pre-workshop training program would be initiated for the trainable mentally retarded but could eventually include students from the educable mentally retarded, emotionally disturbed, minimally brain injured, physically handicapped, deaf or blind program in need of such a sheltered environment for a temporary period of training from which they could be directed into a less protected position.

Having this facility and personnel would provide numerous possibilities for developing an enriched program for older Special Education students. It is one step toward a more practical program in keeping with the concept now held by many of our State legislators that Special Education programs should lead to full or partial self support on the part of students of such programs.

We have included this example of how one community, through its skilled professionals and their adjunct supportive administrative personnel, has attempted to think through their next step toward more effective services to those students requiring Special Education services. We do not advance it as the ultimate in thinking, but rather as a tangible recognition that additional steps must be taken to make existing programs and services more productive. We feel it is a logical point of discussion and debate. Obviously, it lends itself to a pilot or experimental program that could produce some tangible answers to existing problem areas.


SINK
WORK BENCH & STORAGE
SINK
ELEC. FOUNTAIN
64' X 24'
WORK BENCHES
SIGHT STRIPS

FLOOR PLAN


PRE CAST CONCRETE WALLS
EXISTING FRAME BUILDING

SIDE ELEVATION

SCALE 1/8" = 1'-0"

OCCUPATIONAL LEARNING LABORATORY

APPENDIX VI

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